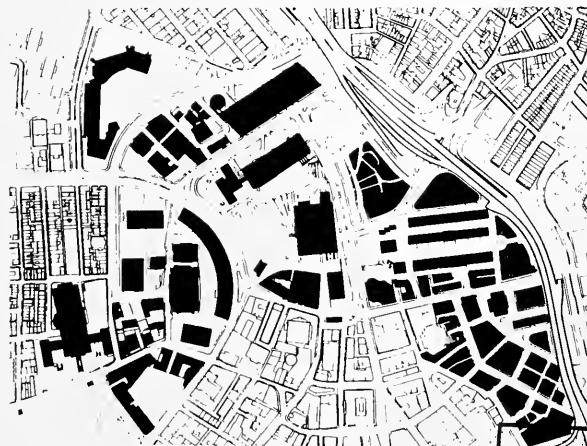


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THE
GOVERNMENT CENTER/
MARKETS DISTRICT PLAN



CITY OF BOSTON
Raymond L. Flynn, *Mayor*

BOSTON REDEVELOPMENT AUTHORITY

Stephen Coyle, *Director*

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GOVERNMENT CENTER/MARKETS DISTRICT PLAN

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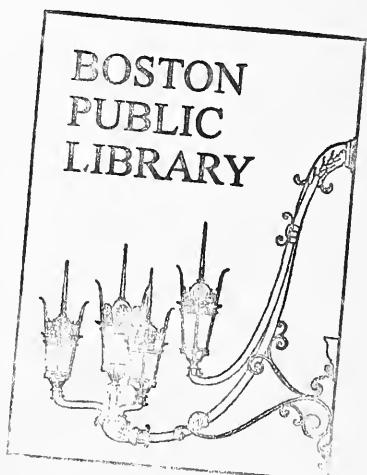
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I.INTRODUCTION

Introduction

Buried deep inside the large and mostly modern Government Center/ Markets District is a small cluster of narrow, winding alleys called the Blackstone Block. On Marshall Street is a zero milestone set up in 1737 from which distances were measured to and from Boston, making that street "the Hub of the Hub."

It is appropriate that what was the center of Boston in the 18th Century is still, for the most part, the center today, a central crossroads through which passes much of the civic, political, commercial, and social life of the City.

Government Center has long been a crossroads, not only literally, but figuratively as well, a crossroads between political power and economic wealth. Above it, on Beacon Hill is the State Capitol, symbol of the Commonwealth and its government, while below it lies the sea, the city's traditional source of wealth.

In the mid-20th century, with the decline in manufacturing and maritime industry and the city's economy languishing, planners envisioned a "New Boston," a modern and efficient city designed for the emerging service economy. Old Scollay Square was chosen for its location, central to the retail core, the financial district, the waterfront, and Beacon Hill and the Statehouse.

The new district would be called Government Center, a symbol of the central role government would play in the economic life and revitalization of the City and the New England region. A huge public investment was made in the new center for federal, state, and municipal buildings, a commitment on the part of government to create confidence in the city and generate investment on the part of private business.

Today, the Government Center/Markets District continues to generate economic wealth. The renaissance of the waterfront and, in particular, historic Faneuil Hall and Quincy Markets, brings over 16 million people into the District annually.

Of all the City's many parts, the Government Center/Markets District is perhaps that area in which city planning has been practiced most intensively, dating back to Mayor Quincy's plan to organize the

waterfront with a marketplace in 1823 to the most massive and far-reaching rebuilding program ever undertaken in the United States, urban renewal.

The Government Center/Markets District Plan does not suggest major rebuilding or even significant development. Instead, it seeks to finish and bring cohesion to what is essentially a successful area with infill development and additions and better and more carefully designed areas for pedestrians. Unlike the Urban Renewal Plan of the 1960s, which called for sweeping and dramatic physical change, this Plan suggests refinements of controlled scope, clarity, delicacy and new elements to organize cohesively the Government Center/Markets District.



The Zero Milestone on Marshall Street in the Blackstone Block

II. FRAMEWORK FOR THE PLAN

History of the Government Center District

Early Settlement

Responding to the area's topography, early settlers laid out this undulating and irregular peninsula like the medieval English towns from which they migrated, with streets noted for warped and winding lengths and expanding and contracting widths. The colony's streets were designed to be as narrow as possible while still permitting the transit of goods.

Streets, rather than squares or plazas, were the public spaces of the medieval city. Those squares that evolved during the 17th and 18th centuries were simply the expanded junctions of two or more streets.

Known by various names as "the broad" street, "the market" street, and then King Street, State Street was colonial Boston's main street with its meeting house, market, and early residences and direct access to the water. The street developed originally with small, primitive detached dwellings, but by 1722 it appeared on Bonner's map as almost unbroken rows of two- and three-story buildings. After the American Revolution, it was

renamed State Street, an emblem of the new republic, rather than the British monarchy.

In 1740, the wealthy merchant Peter Faneuil offered "to Erect and Build a noble and complete Structure or Edifice" for a market. The building, designed by the prominent artist John Smibert, was completed in 1742. The building, now known as Faneuil Hall, is a Bulfinch-designed enlargement of the original Smibert structure.

The Federal Period

In 1787, Charles Bulfinch returned to Boston from a two-year stay in England fresh with ideas of the British Neo-Classicalists. He began to transform a medieval town built predominantly of wood into a federal city of brick. His intention was to bring order to Boston through the use of the street grid which he carefully grafted onto the old system of streets in such places as the Broad Street area.

With the completion of the Massachusetts State House in 1798, Beacon Hill began to develop rapidly as a residential neighborhood. As a result, land uses in the Pemberton and Bowdoin Square



U.S. Custom House, circa 1875

areas began to change from residential to commercial use. For example, in 1816 merchant developers Harrison Gray Otis and Uriah Cottrell developed a new street with rows of brick store buildings. Originally called Cheapside, it was named Cornhill in 1829, and is defined today only by the sweeping curve of Sears Crescent and the Sears Block.

The Greek Ideal Revisited

By the early 1820s, the Greek Revival style was coming into vogue along with the use of granite, rather than brick, as a building material. One architect who decided to pursue the emerging style was Alexander Parris. In 1823, Mayor Josiah Quincy selected Parris to design a two-story, granite market building, 555 feet long, flanked by two rows of four-story, granite warehouses of similar length, in an attempt to bring order to the Dock Square area. Now known as Quincy Market, it opened on August 26, 1826.

By 1840 few residential buildings remained between Pemberton Square and the waterfront, and the commercial row, mostly with granite fronts, was the pattern rather than the individual building.

One of Boston's most impressive Greek Revival granite buildings of this period was the new Cus-

tom House, constructed between 1837 and 1847, from plans by Ammi Burnham Young. It was a monumental Doric temple capped by a Roman dome set on 3,000 wood piles on filled land. In the early part of the next century, the Customs Service, looking to expand, built a tower addition to the building. Begun in 1911, the 495-foot addition was completed in 1915 and remained Boston's only skyscraper until the first Hancock Tower was built in 1947.

In the 1860s, Bowdoin Square slowly deteriorated, as wealthy Bostonians migrated to the Back Bay. The completion of George Clough's granite Suffolk County Court House in 1891 signaled the end of Pemberton Square as a residential enclave. The remaining buildings were demolished to widen Cambridge Street and build the Center Plaza office building in the 1960s.

Turn-of-the-Century

In the early 1900's, as public transportation developed, Bowdoin and Scollay Squares took on a new character. The Union Railway Company formed and began to transport people to Bowdoin Square and then to Scollay Square with the introduction of electric cars and a new train station at Tremont Street.



Quincy Market with Faneuil Hall in background, 1897

By the 1920s, Scollay Square was already crowded and chaotic with buildings jumbled together and a hodgepodge of signs and advertisements. Scollay Square was notorious for its shooting galleries, tattoo parlors, and burlesque houses such as the Old Howard.

As early as 1930, William Stanley Parker, then President of the Boston Society of Architects and a member of the City Planning Board, proposed that Scollay Square and its environs be redeveloped for government buildings. The Depression and World War II prevented action until the late 1950s.

Post-War Stagnation

In the United States during the 1950s, the highway system was greatly expanded with the result that downtown residential neighborhoods were frequently sacrificed to the transportation needs of the larger region.

In Boston, the Master Highway Plan of 1948/1949 brought the Central Artery, a new six-lane, elevated expressway snaking its way through the heart of the city, completed in 1959. Hundreds of buildings were demolished and streets eliminated, interrupted or awkwardly altered to make room for the new expressway. Huge swaths of land, containing the homes of mostly working-class people were taken for the construction of the Central Artery. Because it was an elevated structure, its construction created both visual and physical barriers between the City's neighborhoods and its downtown.



*View of Central Artery from North End
Custom House Tower and Government Center in background*

The Government Center Urban Renewal Plan of 1963

The purpose behind the 1963 Urban Renewal Plan for Government Center was to stimulate the economic revitalization of Boston and the New England region with a massive public investment in a monumental new center of government. The new buildings, roadways, and grand open spaces symbolized the "New Boston," a sleek and modern metropolis with fast-paced highways, rapid transit, and a nearby airport.

While it may seem extreme now, the Government Center Urban Renewal Plan was an ambitious attempt to thwart serious economic stagnation. Almost no major development had occurred in downtown Boston for decades. Business was loath to invest in Boston and workers looked to the suburbs for homes, not the city.

Today, the notion of preserving and re-using historic buildings, is a well-established concept. In 1963, however, with the exception of certain historic monuments, old buildings and historic street patterns were perceived as inhibiting the City's growth. Old Boston was stuck in a quaint Victorian

past, choking on its narrow meandering alleyways and its 19th-century rowhouses. Conventional wisdom held that financiers and investors would not be persuaded to invest unless a drastic, new image for downtown was developed.

The intent of the new plan was to symbolize government as the physical and symbolic center of the City, State, and region linked to its constituent parts, such as the retail core, the Financial District, the waterfront, North Station, Beacon Hill and the North and West Ends. In addition, the modern complex, with City Hall as its centerpiece, was to be surrounded by historic buildings and districts, to continue the notion of Boston's role in the political, social and cultural history of Boston, the New England region, and the United States.

In 1958, the City Planning Board authorized the local firm of Adams, Howard and Greeley to prepare the Government Center Plan. At the request of Mayor John F. Collins, the Boston Redevelopment Authority was formed, combining the powers of the Planning Board with those of the



Scolley Square 1906



Model of Government Center, 1968

- 1 Ames Building
- 2 Boston City Hall
- 3 Boston Company Building*
- 4 Boston Press Club
- 5 Boston Public Welfare Building
- 6 Bulfinch Building
- 7 Center Plaza Office Building
- 8 City Bank and Trust Company
- 9 City Hall Square
- 10 Dock Square*
- 11 Edison Substation
- 12 Faneuil Hall*
- 13 First Harrison Gray Otis House*
- 14 Government Center Parking Garage and Bus Terminal
- 15 Jewish Family and Children's Service Center
- 16 John F. Kennedy Federal Office Building
- 17 New England Merchants National Bank Building
- 18 New England Telephone Company
- 19 Old State House*
- 20 Old West Church*
- 21 One Washington Mall
- 22 Pemberton Square
- 23 Precinct 1 Police Station
- 24 Proposed Motel and Office Development
- 25 Quincy Market*
- 26 Row House Rehabilitation*
- 27 St. Botolph's Chapel
- 28 Sears Block
- 29 Sears Crescent
- 30 State Office Building*
- 31 State Service Center
- 32 Suffolk County Court House*
- 33 30 Hawkins Street
- 34 U. S. Post Office
- 35 Veterans Administration Building
- 36 WNAC-TV

*Outside the Government Center Urban Renewal Area

new Urban Renewal Agency. The BRA hired I.M. Pei and Associates to revise the plan which was completed in 1962.

According to urban historian Walter Muir Whitehill, "I.M. Pei wished not only to preserve the significant historic buildings in the area, but to create spaces in which immense new ones might be placed in harmonious relationship with their older neighbors."

Scollay Square, by now notorious for burlesque houses and tattoo parlors, was chosen as the site for the government complex due to its central location and proximity to rapid transit and the state capitol.

The Plan was executed throughout the 1960s as an urban renewal development. Approximately 60 acres of land and buildings were cleared, streets eliminated or substantially realigned, and the lively Scollay and Brattle Squares demolished.

The development of a new City Hall, state and federal office buildings, police station, and post office around a spacious new terraced plaza created an economic base to generate private investment. New office and retail buildings and a television studio followed.

Critical to the Plan was an efficient transportation system with a logical and orderly street system. Major arterials, like Cambridge Street and Congress Street, connected the District to the regional roadway network, such as Storrow Drive and the Central Artery. Abundant and accessible public transit connected the District to the Airport and suburban communities.

In many respects the Plan was a success in achieving its objectives. Throughout the 1960s and 70s, many new office towers were developed and major corporations located in Boston. Driving in this District is clear and relatively easy, while connections by transit to all areas is simple and direct.

Some of the design concepts of the period, however, have proved to be less successful, particularly for pedestrians. The Government Center/Markets District Plan is an attempt to finish and improve certain aspects of the Government Center Plan of 1963 in such a way as to humanize the District and create a safer and more attractive pedestrian environment.

General Context

Government Center is the heart of downtown Boston, surrounded on all sides by areas of great distinction, character, and pronounced image including the North End community, the waterfront, the Bulfinch Triangle area, Cambridge Street and the West End institutions, Beacon Hill and beyond that, Boston Common, the Midtown Cultural District, and the Financial District.

A Center for Modern Government

Government Center is a complex of buildings, plazas and walkways designed to represent the physical and symbolic renaissance of modern Boston. Government buildings in the District include Boston City Hall, the John F. Kennedy Federal Building consisting of two towers and a long, low-rise section, the State Services Center Building on New Chardon Street, the Saltonstall Building and One Ashburton Place which house state offices, the Suffolk County Courthouse, and the Massachusetts State House.

City Hall Plaza

State and Federal office buildings are located around the nine-acre City Hall Plaza. The centerpiece of the Plaza, Boston City Hall, was designed by Kallmann McKinnell & Knowles, winners of a

national competition. Private office buildings with retail shops at the ground level occur at the Plaza's perimeter. City Hall Plaza was created as a major public space to host large civic events, such as political and sports rallies, concerts, and demonstrations. More recently, the Plaza has been used as a marketplace, with farmers setting up stands to sell fruit and vegetables.

The Festival Marketplace

Re-opened in 1976, Faneuil Hall Marketplace was one of the first festival marketplaces in the country. Annually, it draws 16 million tourists, residents, and office workers to its lively shops, food stands, and restaurants, many with outdoor tables. The streets between the Quincy Market building and the North and South Markets have been turned into active pedestrian ways animated with flags, distinctive lights, benches, and kiosks. The area immediately in front of the main entrance to Quincy Market often provides an impromptu stage for musicians, mimes, and other entertainers.

The Blackstone Block

The Blackstone Block was an important commercial and industrial center for colonial Boston. Union Street in the 1700s was lined with taverns



Rendering of City Hall

and shops, with the merchant's quarters upstairs. Established in 1823, the Union Oyster House survives today as one of the oldest restaurants in continuous use in the country. Though there may be isolated instances in Boston of 17th-century streets or alleys which retain their original layout, the Blackstone Block is the only area where six such lanes survive, comprising a small colonial village in the heart of a modern metropolis.

The Broad Street area

The Broad Street area is noted for architecture diverse in form, scale, materials, and style. Constructed over the course of two centuries, the changing techniques and attitudes of development are reflected in the variety of plot sizes and building scales. Yet the transition between buildings is successful. A combination of textures and colors can be found in a single building or in a complete streetscape such as Merchants Row. When set upon an irregular street pattern, this variety creates many strong spaces of surprising contrasts as well as a system of well-defined vistas. The prominence of this area is marked by the U.S. Custom House which, along with the Board of Trade building, will be redeveloped as a hotel complex.

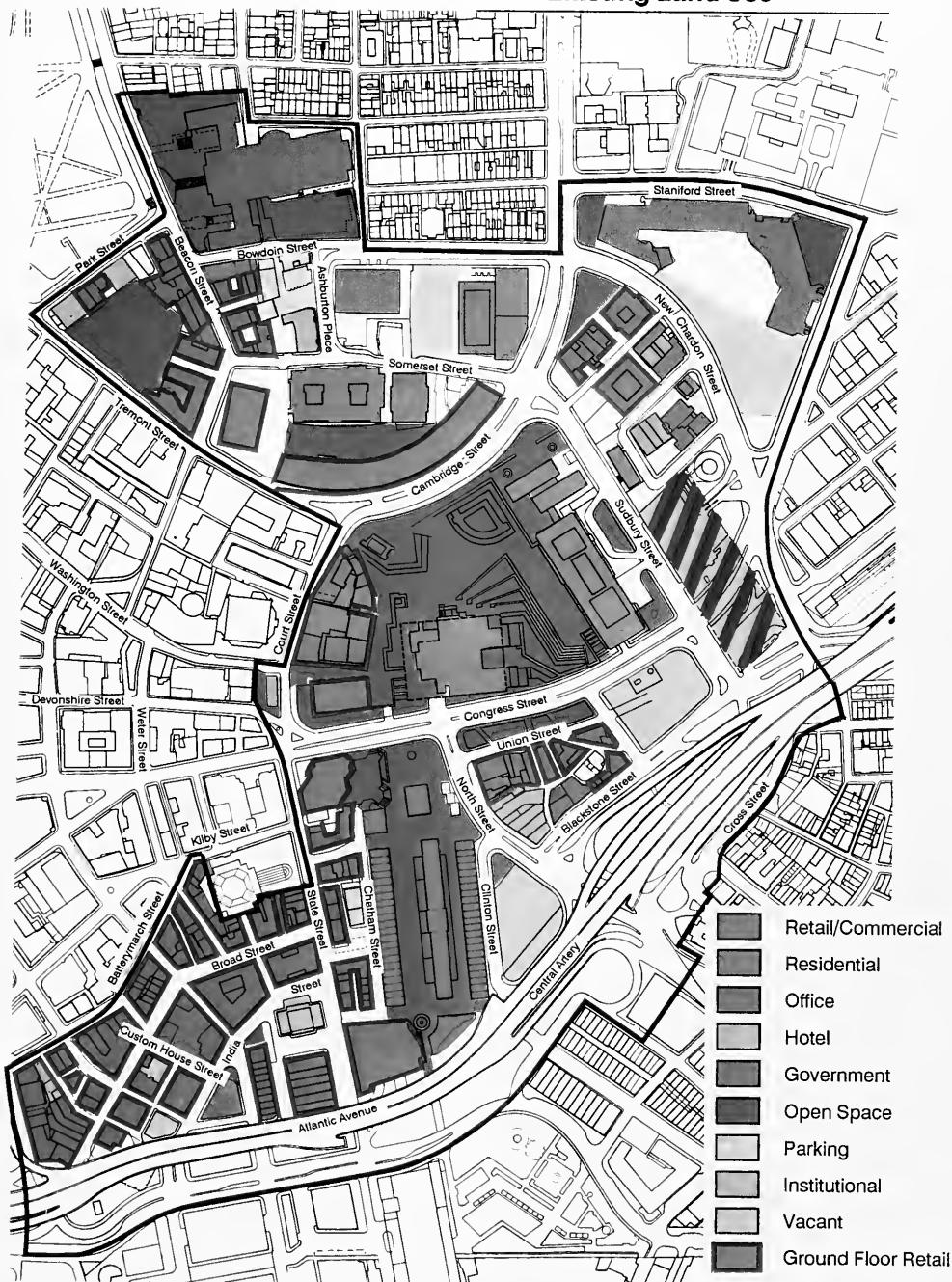
Recent Investment

Development projects recently completed in the Government Center District include a \$65 million renovation of 73 Tremont Street, a turn-of-the-century granite building which commands a prominent location at Tremont and Beacon Streets where Cambridge Street curves and rises. The \$33 million One Bowdoin Square project at Cambridge and New Chardon Streets introduces a fanciful and exuberant architectural design to an area of mostly drab government buildings. In the Broad Street area, the 20 and 21 Custom House Street projects are two new office buildings of 144,000 GSF and 92,000 GSF respectively which together represent \$50 million in new development. 200 High Street is an office renovation with an addition valued at \$8.5 million. At Faneuil Hall Marketplace, the 41,000 square foot One Faneuil Hall Square building nicely complements surrounding historic structures. At the other end of the Marketplace, the 200 State Street project placed a tower on State Street with an attractive low-rise portion which completes the marketplace and provides a gateway to the waterfront.



One Bowdoin Square (1989) and the New England Telephone and Telegraph Building (1930)

Existing Land Use



Government Center and the Central Artery

The Central Artery District Plan is a re-use and urban design plan for the approximately 40 acres of land which will become available after the depression of the elevated roadway.

The centerpiece of the Central Artery District Plan is a park system. Because of its downtown location and its convenience to the largest concentration of visitors to the City, the park system will become part of the identity of Boston in the 21st Century.

The opportunities presented by those new parcels located in the Government Center/Markets District will be described here. The dimensional and use controls governing their development will be contained in the Government Center zoning article. Thirteen new parcels of land, spanning the North End and Downtown Waterfront areas will be governed by the Government Center zoning.

North End

One of Boston's oldest neighborhoods, the North End is best known as the home to successive waves of immigrants who fueled America's 19th-century industrialization.

The North End has fought to maintain its character struggling against gentrification and escalating real estate values. At the same time, its elderly population has almost doubled in the last 30 years. There is a critical demand for affordable family housing, recreational facilities and elderly services. New opportunities are to:

- Maintain the family character of the North End.
- Create a warm and supportive environment for elderly people to live close to their families.
- Build charming parks for children, families, and seniors.
- Recreate Haymarket Square, lost to urban renewal, making it a center for festivals, parades and social gatherings.
- Restore the visual, pedestrian, and traffic corridors between the North End and downtown which today make traveling between these areas confusing and even dangerous.
- Give definition and meaning to the neighborhood edge made discontinuous and jagged by the demolition for the Artery construction.



Hanover Street looking north from Court Street, 1900

Downtown Waterfront

In the past 25 years, the waterfront has become a magnet for shoppers, city dwellers, office workers, retailers, and visitors. The overhead Artery structure, however, detracts from the pedestrian nature of the waterfront, forcing walkers to dash across dark and dangerous roadways to reach the harbor.

Nine parcels of land totalling over eight acres will be produced in the Waterfront District when the steel is removed from the elevated Artery, providing enormous opportunities to strengthen the area, such as:

- Linking Harborpark, the City's premier waterfront park, and Faneuil Hall Marketplace, making it pleasant and convenient for visitors to go between them, and connecting these areas to Broad Street, creating a unified historic district.
- re-establishment of pedestrian connections between the waterfront and downtown.
- rebuilding of historic streets and view corridors between the downtown and the waterfront.

The specific program for both the North End and Downtown Waterfront Central Artery parcels will be described in greater detail in the next section, the Plan for Government Center.

III. THE PLAN FOR GOVERNMENT CENTER/MARKETS DISTRICT

The Planning Policies

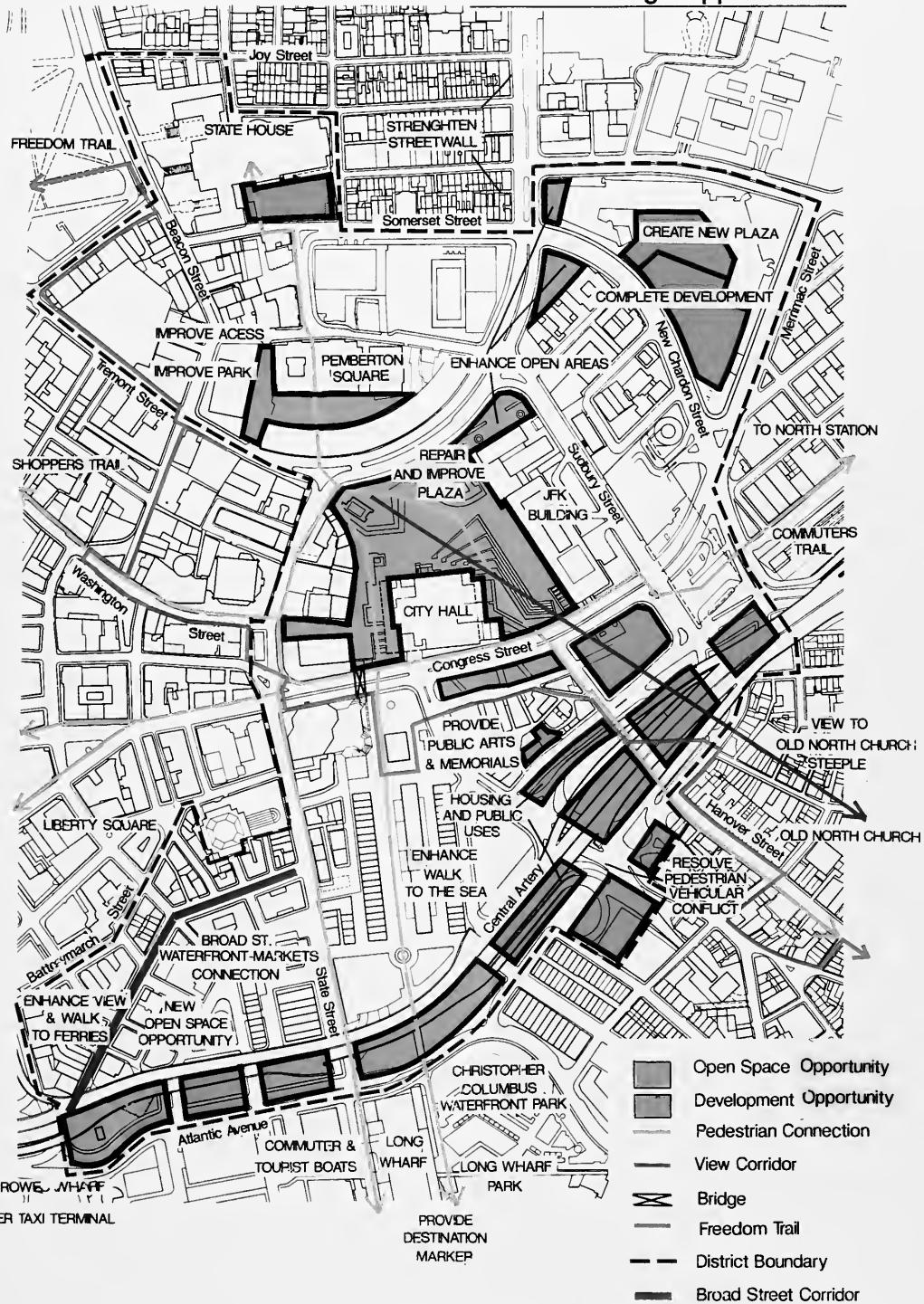
Government Center is a crossroads for tourists, office workers, government employees, business people, and residents. While it is well-planned for automobiles, pedestrian access suffers from some of the less successful aspects of urban renewal planning. Certain key premises form the planning recommendations for the Government Center/Markets District. These are:

- to protect but also revitalize the U.S. Custom House and the Broad Street area;
- to create a new link, visually and functionally, between Faneuil Hall and the waterfront via Broad Street,
- to strengthen connections to Harborpark from the Government Center/Markets District, and
- to finish and bring cohesion to the largely successful Government Center Plan from the 1960s by humanizing certain of its elements through the use of pedestrian-oriented buildings, signage, paths, street furniture and civic monuments.



Broad Street District

Urban Design Opportunities



Policy Recommendations

I. DEVELOPMENT STRATEGY

For the Government Center/Markets District, the process of managing growth focuses primarily on measures to humanize less successful components of the original Government Center Urban Renewal Plan by improving underutilized or ill-defined areas with forms related more to the pedestrian rather than the auto.

With its central Plaza surrounded by civic buildings, the Government Center/Markets District, is similar in some ways to the Mall in Washington D.C. Like that space, the Government Center/Markets District is fairly complete and established; only refinements are needed.

New development opportunities will consist primarily of the Central Artery Air-rights Park, small-scale development or additions within the District, and capital improvements to the District's public realm, rather than development on a grand scale. Only one area in the District is appropriate for large development, the State Services Center, whose original design was never fully completed.

State Services Center Block

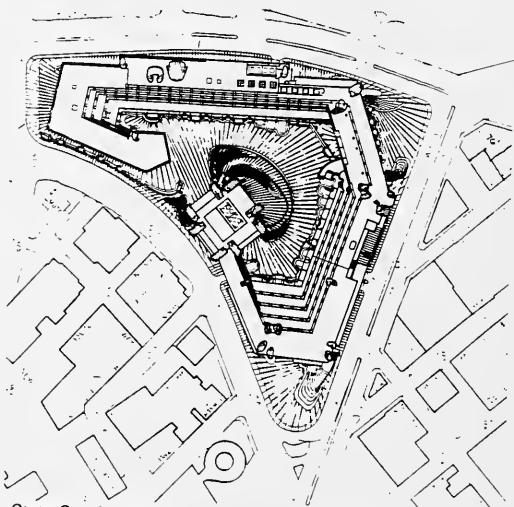
The State Services Center houses social service agencies and was originally planned to include a 24-story tower which was never built. The parcel was created as part of the Government Center Urban Renewal plan by clearing 190 structures and eight streets. While the Hurley Building and Lindemann Center were built, the third planned building, an office building was never constructed.

This Plan designates a portion of this parcel as a location on which a Planned Development Area may be permitted within which a proposed project is permitted a building height of up to 400 feet. The following are urban design guidelines for the site:

- Complete the form similar to the original Paul Rudolph Plan with a tower of approximately 400 feet near the center of the site.
- Preserve the existing building and monumental stair at Lowell Square.
- Design new buildings on the Merrimac Street edge of 75 to 90 feet to reflect the heights of

buildings located opposite Merrimac Street in the Bulfinch Triangle.

- Enhance views and pedestrian access through the complex.
- Set back the tower from Merrimac Street.
- Create a public plaza in the middle of the block with ground floor uses at its edges to generate activity and reserve a portion of the site for a play area for children in area daycare centers.
- Site all parking below grade.



*State Service Center
Original Site Plan by Paul Rudolph*

Parcel 7

Parcel 7, adjacent to the Central Artery and the historic Blackstone Block, is a vacant, 57,900 square foot parcel currently used for surface parking. While early plans envisioned a hotel and office building on the site, the State has since designated it as a site for a ventilation equipment building and parking garage, in association with the Central Artery depression. The site is to include retail stores along with space for Haymarket vendors.

Parcel 7 is the subject of a Land Disposition Agreement between the BRA and the State for which Design Guidelines and Standards were jointly developed. The following summarizes those guidelines and standards:

- Insure that new development is compatible with the adjacent Blackstone Block and the North End neighborhood.
- Include active uses at grade and provide for pedestrian connections to Salem and Hanover Streets.
- Incorporate retail and cultural use and the MBTA Orange Line headhouse in the base of the building.
- Design sidewalk areas of sufficient width for Haymarket vendors.
- Reinforce the Hanover Street edge with a strong streetwall.
- Design the chimney and mechanical ventilation structures with sensitivity to neighboring buildings, parks, and uses.
- Preserve the Old North Church sightline easement which runs through the center of the parcel.



Parcel 7



Custom House Tower and the Board of Trade Building

U.S. Custom House

The U.S. Custom House and the adjacent Board of Trade building will be rehabilitated into a single, first-class hotel property with approximately 340 rooms along with restaurants, bars, retail shops, and function rooms.

The Custom House redevelopment project is part of a planning strategy to enliven the Broad Street area by bringing people from the Faneuil Hall Marketplace through Broad Street to the waterfront. Activity generated by the hotel will enliven the district with people going between the new hotel, Faneuil Hall Marketplace and Christopher Columbus Park, and Rowes Wharf.

McKinley Square, the forecourt of the Custom House, and India Street will be improved and closed to traffic to complement the Faneuil Hall Marketplace pedestrian zone. The MBTA's planned widening of the State Street sidewalk on the south side in conjunction with a new Aquarium Blue Line entrance on State Street will further encourage pedestrian use of this area.

The Beal Companies were tentatively designated in July 1990 to redevelop the Custom House by

the BRA which purchased it from the federal government in 1987. The redevelopment will be carried out by long-term lease and in accordance with redevelopment guidelines first issued in 1987.

- The exterior of both the original 1847 Custom House and 1912 tower addition will be restored and preserved in addition to those portions of the interior with Boston Landmark Designation.
- The Custom House will be rehabilitated in a manner which preserves it as a historic resource for the people of Boston.
- The original 1847 Custom House will be open to the public and programmed with exhibits on a rotating basis.
- The observation deck on the 25th floor will be reopened and available to the visiting public.

Saltonstall Building Site

The Leverett Saltonstall Building is owned by the Commonwealth and houses many of its executive offices. Its height of approximately 275 feet and substantial setback from Cambridge Street results in extremely windy conditions on its large, open plaza. This open space represents an abrupt interruption between the more consistent street-walls presented by the Center Plaza Building on one side and the Beacon Hill blocks lining Cambridge Street on the other. While the Saltonstall Building itself will most likely remain unchanged, the site can be significantly improved to humanize the scale of the broad and windy plaza. The proposed zoning for the site allows for small scale development in front of the Saltonstall Building and an urban plaza with an arcade or other small structure to the rear of the tower.

The guideline for the Saltonstall site is to:

- Design structures which would mitigate the environmental impacts of the Saltonstall tower, in particular, its wind impacts.

Creek Square in the Blackstone Block

Designated as a Boston Landmark in 1985, the Blackstone Block street and sidewalk network is the largest intact network of original, 17th-century streets remaining in Boston. The Block contains two 18th-century buildings: the Ebenezer Hancock House, circa 1767, and the Union Oyster House, circa 1730-35, both of which are nationally

significant for their Revolutionary-era associations as well as their age and design. The Blackstone Block's existing buildings comprise a rich and diverse, yet cohesive blend of architectural designs spanning 250 years.

The Blackstone Block is the subject of a 1982 cooperation agreement between the BRA and the Boston Landmarks Commission (BLC) whereby the BLC serves as a special review panel for new development. Any proposed changes affecting building exteriors or their sites is reviewed according to Standards and Criteria developed by the BLC, dated January 8, 1985. Those Standards and Criteria state that height limits for new buildings and additions should be set at the high point of the largest building envelope to have existed historically on a given site.



Union Oyster House in the Blackstone Block

The Creek Square site is comprised of parcels abutting historic Creek Square located along Blackstone Street and Hancock Row. Specific guidelines for development of the Creek Square site in the Blackstone Block include:

- Develop the Creek Square site in accordance with height limits established by the BLC and later incorporated into the BRA's Creek Square First Stage Guidelines and Conditions (August 1986) which are:

	<u>Cornice</u>	<u>Roof</u>
72-86 Blackstone	35'0"	45'6"
88-98 Blackstone	66'6"	66'6"
100-102 Blackstone	45'6"	56'0"
106 Blackstone	45'6"	56'0"
Hancock Row	35'0"	45'6"

- Use materials which respect the historic nature of the surrounding block such as brick with granite or brownstone trim. Storefronts should be predominantly of granite or stone.
- Site active uses in the ground floor of any new development.

Guidelines for Rooftop Additions

Government Center is composed of a series of interconnected plazas and walkways crisscrossed by wide traffic boulevards, rather than strongly-defined and consistent streetwalls. Some buildings, like City Hall or the Custom House Tower dominate their settings and play important symbolic roles as icons of Boston's renewal, while others fade modestly into the background. Typically, larger new buildings are juxtaposed with older or historic structures.

Because most rooftop additions in this District will be visible across large open spaces or from high-rise buildings, they should be comprised of materials which are compatible with the original building. Flat-roofed buildings with strongly defined cornices may be candidates for cornice-like additions of one or two stories. Additions which would incorporate incremental setbacks should only be considered when the host building suggests this type of solution, such as an Art Deco-style building.

Significant precedent exists for the construction of compatible vertical additions within the Government Center District. In the early part of this century, many vertical additions were made to a number of mid to late 19th-century buildings, either in response to expansion pressures or perhaps as a component of reconstruction following fire damage.

Some examples of such additions include 44-48 Kilby Street, an 1873 High Victorian Gothic three-story building sporting a simpler yet compatible fourth floor dating from 1925; 54-58 Kilby Street, an 1873 hip-roofed structure modified by 1917 to accommodate a fourth floor; 112-116 State Street, a five-story cast-iron front structure erected in 1869 and known as the Richards Building, to which two upper stories were added around 1889; and the Boston Athenaeum, 10 1/2 Beacon Street, circa 1846-51, which received a two-story addition substantially set back from the street in 1913.

Recent vertical additions in the District include 73 Tremont Street, two additional floors capped with a dome added to a turn-of-the-century granite building; 30-40 Court Street, top floor skybridge and penthouses added, and the Government Center Garage two floors of back office space added.

The following are general rooftop addition guidelines for distinct sub-areas of the Government Center/Markets District.

Blackstone Block

- Specific height limitations vary from lot to lot and are set at the high point of the largest building envelope to have existed historically on a given site.
- Historic roof shapes should be retained; replacement roofing materials must duplicate historic textures and colors to the maximum extent possible;
- Mechanical penthouses should be concealed by or well-integrated with the shapes of both new and existing roofs and should not be visible from interior or exterior public ways.



73 Tremont Street

More detailed guidelines about additions to Blackstone Block buildings can be found in the Boston

Landmarks Commission Blackstone Block Design
Review Standards and Criteria, dated January 8,
1985, pages 4-7.

Broad Street

- The design of proposed vertical additions should contribute to, rather than compete with, the established character of the host building;
- As any rooftop addition along Broad Street will affect the street's overall character, careful consideration must be given to issues of scale, facade proportion and materials;
- The four-story, Federal-style warehouses designed for the Broad Street Association by Charles Bulfinch, most of which have Landmark status, create the context against which new additions should be judged.
- Masonry materials should be used on all new development.

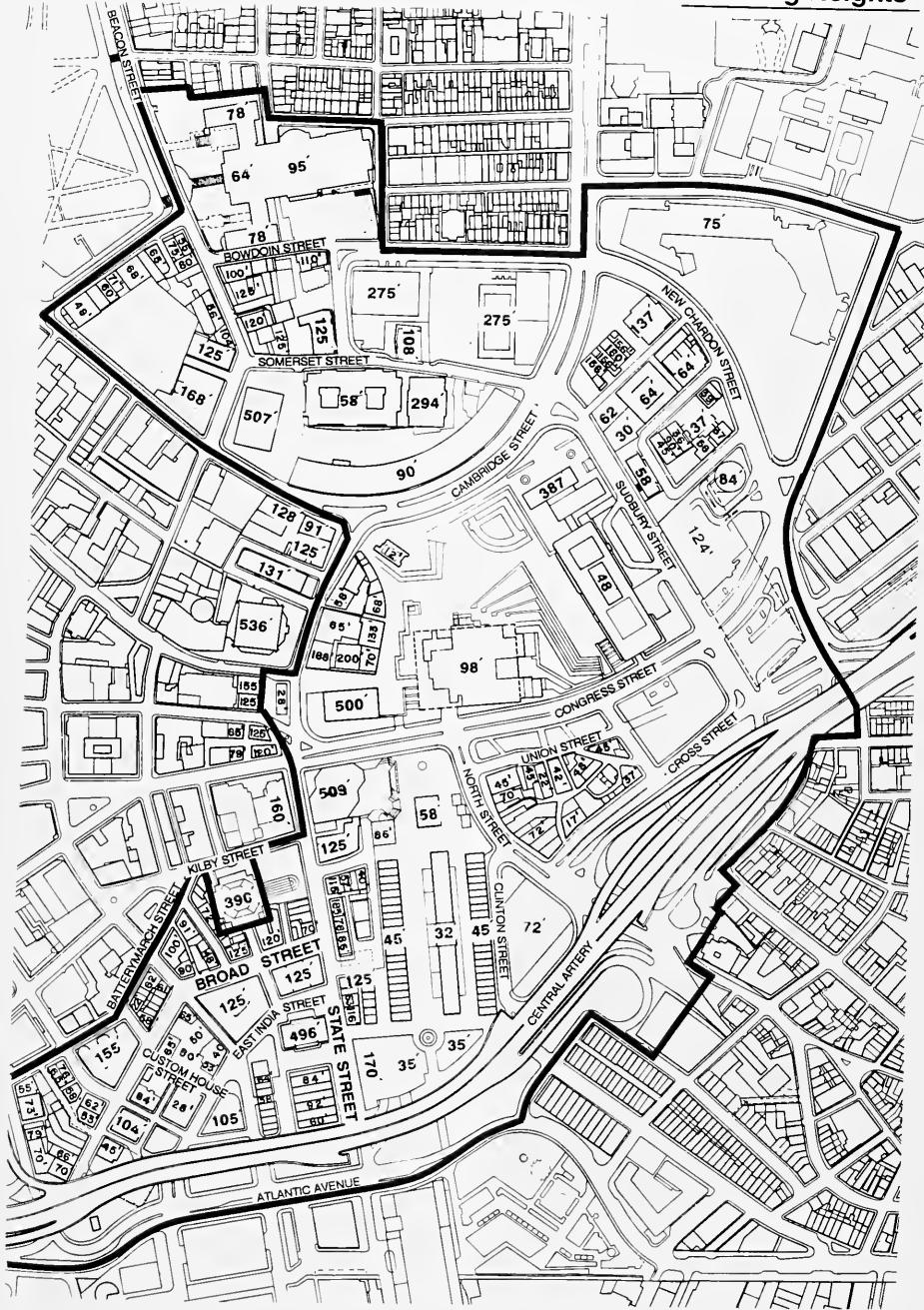
State Street

- The design of additions should contribute to the street's lively and interesting streetwalls which consist of rows of facades of various heights and architectural styles dating from the late 19th and early 20th centuries;
- The scale, proportion, and architectural style of a given rooftop addition should contribute to, rather than compete with, the established character of the host building;
- Respect for existing State Street landmarks, such as the Custom House and the Old State House, should govern the appropriateness and design of vertical additions, with particular respect to vistas.



View of Old State House

Building Heights



II. THE PUBLIC REALM

Government Center is the City's crossroads. Government workers, tourists, shoppers, politicians, business people, and residents of adjacent neighborhoods, cross and recross the District, particularly at City Hall Plaza and Faneuil Hall Marketplace; up and down State and Cambridge Streets, and in and out of the Courthouse, City Hall, the JFK Federal Building, and the State House.

The main focus of the Government Center/Markets Plan is a capital improvement program for the District's public realm: its streets, historic alleys, sidewalks, parks, urban plazas and stairs, and bridges.

The Government Center/Markets District is a crossroads, not only in a literal way, but in a larger historical sense as well. It is the crossroads between political power and economic wealth and symbolizes the power of government to revitalize a stagnant local and regional economy through directed investment. The State Capitol sits high atop Beacon Hill at one end of the District while the city's traditional source of wealth -- the sea -- lies at the other.

Government Center is also a crossroads through physical space. People cross it going from North Station to the Financial District, from the train to the office. It contains a substantial portion of the Freedom Trail bringing tourists along its red strip from the Old State House to Faneuil Hall and on through the Blackstone Block to the North End. Business people cross it to meet with government legislators and regulators.

Government Center crosses time as well. Between Beacon Hill and the harbor are three centuries of history, history of significance not only to the founding and life of Boston, but to the formation of the nation as well. The District encompasses the 350-year old city and the 25-year old city alike, passing by Boston's oldest and newest buildings and spaces. For example, the District includes the Blackstone Block, the only extant 17th-century streetscape in Boston. Its crooked and narrow alleys reveal the urban planning ideas of medieval man, while within steps, City Hall Plaza is a monument to the philosophy of the post-industrial modern age.

The Public Realm of Government Center and the Markets

The Walk-to-the-Sea: from power to wealth

The Walk-to-the-Sea was a concept to create a literal path from the heart of the city to the water's edge. It was envisioned as early as 1959 in the Adams, Howard & Greeley plan for Government Center. The Walk was intended to create a link which began on Beacon Hill, winding through the new Government Center, and Faneuil Hall and ending at the harbor.

It begins at the peak of Beacon Hill at the Massachusetts State House; it ends at the harbor at Long Wharf, for years the symbol of the maritime economy which underpinned Boston's 19th-century development and now a symbol of urban renaissance. It reflects the symbolic route from political power to economic wealth, from the *polis* to the *agora*. In between, it bisects City Hall Plaza, the crossroads where travelers doing business with and in the city pass each other by.



Massachusetts State House

The Walk-to-the-Sea as it exists today needs to be clarified, perhaps even marked as the Freedom Trail is, and each of its segments improved as follows:

- Begin at the State House and more formally at the Sacred Cod in the House of Representatives, symbol of the Commonwealth's prosperity deriving from the sea.
- Open the Suffolk County Court House for unrestricted pedestrian passage by extending Ashburton Place as a pedestrian path through the building.
- Improve Pemberton Square with new plantings, trees, and lighting and enhance the staircase leading to Cambridge Street.
- Redesign the traffic island on Cambridge Street where it intersects with Court to reduce pedestrian/vehicle conflict, identify the direction of the Walk-to-the-Sea, and reinforce views with public art.
- Construct a pedestrian bridge over Congress Street between City Hall Plaza and the 60 State Street plaza to provide better and safer pedestrian access.
- Enhance the visual prominence of Long Wharf as a destination.
- Improve the ground floor of the Marriott Hotel on Long Wharf and provide active uses.



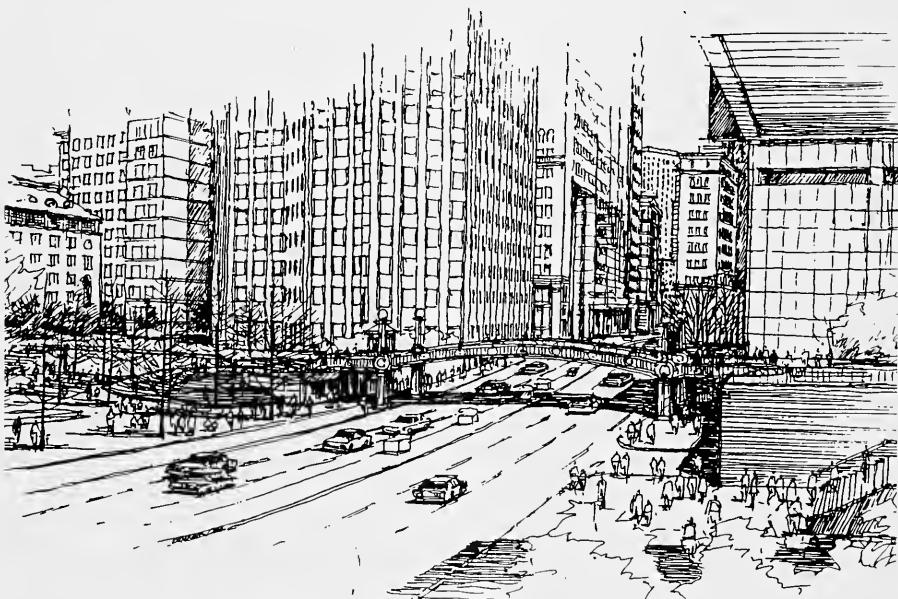
"Walk-to-the-Sea"

New Congress Street Pedestrian Bridge

As discussed above, an integral part of the Walk-to-the-Sea is an elevated link over Congress Street. The idea of a pedestrian bridge in this area was conceived in 1964, when I.M. Pei was commissioned to develop a Master Plan for Government Center. An important component of this plan was the refinement of the Walk-to-the-Sea concept which linked the State House with the harbor. Since the Government Center Plan also included the creation of a system of wide arterial boulevards, the reconciliation of pedestrian and vehicular needs became a design challenge, particularly at Adams Square, between the New City Hall Plaza and Faneuil Hall. Early attempts at

solutions to this problem envisioned contemporary pedestrian bridges of greater or lesser width and varying geometry.

In 1986, Graham Gund Architects was commissioned by the BRA to revisit the Walk-to-the-Sea concept in the context of present-day needs. Chief among the architect's charges was to provide safe, convenient passage for the estimated 2.3 million pedestrians crossing Congress Street every year, including those with physical disabilities. The Gund scheme, shown here, is graceful and evocative, in the tradition of Boston's 19th- and early 20th-century civic architecture.



Rendering of a Pedestrian Bridge on New Congress Street
Graham Gund Associates 1986

The Broad Street area: from the festival marketplace to the waterfront

Broad Street is a back street lined with excellent examples of small, federal-style buildings, exuberant Italianate structures, and proud granite commercial blocks which present a continually changing array of texture and color. Lot sizes and building scales vary, and the street pattern is irregular, all of which results in delightful and surprising spaces and views. The changing palette of materials one observes by traversing Broad Street from end to end results from its long history and its important role in the development of the City of Boston as an international port.

It is the intention of the Government Center/Markets Plan to encourage the extension of the festival character of the Faneuil Hall Marketplace into the Broad Street area. The redevelopment of the U.S. Custom House as a hotel and its public improvement program for India Street and McKinley Square will generate activity and encourage foot traffic, particularly in the evenings. Pedestrians walking between the new hotel and Faneuil Hall will enliven the surrounding area and generate demand for new restaurants and retail shops.



Faneuil Hall Marketplace

Moreover, the MBTA is currently planning to locate an additional entrance/exit to the Aquarium Blue Line Station on State Street in the vicinity of the Custom House. Visitors to the Marketplace might choose the new Blue Line entrance which will be closer than Government Center Station, further increasing pedestrian use of the District.

As part of the planning for the Central Artery Air-Rights, a major, new park will be developed on Parcel 17. An alternative for this parcel would be a small hotel anchoring the waterfront end of Broad Street. At its other end will be the new Custom House hotel and Faneuil Hall Marketplace. Few know that Broad Street is the shortest and most direct route from the Financial District and waterfront to Government Center. The Government Center/Market District Plan seeks to enhance the imageability of Broad Street so that more pedestrians will be able to envision its character and thus seek out and use it as a connector.

City Hall Plaza: Symbol of democratic government

The Urban Renewal Program of 1963 redeveloped the 19th-century network of winding and sloping city streets and oddly-shaped blocks into a civic center of monumental buildings set on plazas. The district was organized through a simple system of terraces at Congress Street, City Hall Plaza, Pemberton Square, and the State House.

The scale of City Hall Plaza today must be adjusted from a monumental space to a more human-scaled space by adding new elements. The Plaza also needs to be activated with new uses and opportunities for commerce, art, and better passage. This program would:

- Repair the fountain and add a steam feature to insure year-round interest.
- Open up the south-facing wall of the low-rise portion of the JFK Building and site a cafe with outdoor seating in summer and relocate the Government Printing Office to this area.
- Reinforce the Farmer's Market with movable tables, chairs, umbrellas, and planters with seasonal flowers and encourage food carts on the Plaza.
- Add weather protection to the news and flower vendor areas at Government Center MBTA



Pedestrians on India Street in the Broad Street District.



City Hall Plaza

kiosk, or redesign the kiosk to make it lighter and provide weather protection.

- Add seasonal flowers in planters at the MBTA entry, at the Plaza and Congress Street entries to City Hall, and around the flagpole platform.
- Create new stopping points with seasonal planters, movable seating, and improved visitor information kiosks at important viewing spots, i.e., the Government Center MBTA kiosk.
- Strengthen pedestrian connections to Hanover Street and the activities of the Haymarket.
- Improve the Washington Street Mall with seasonal flowers, planters, and sculpture, and maintenance of the fountain.
- Enhance the visual prominence of City Hall from Congress Street by upgrading its entrance and creating a visual connection to upper plaza levels.

Cambridge Street and surrounding areas

A Plan for Cambridge Street is being developed simultaneously with this Plan for Government Center. Recommendations regarding the public realm in each Plan are complementary and continue an overall focus on improving the pedestrian environment lost to urban renewal. Specific recommendations are:

- Enhance the sequence of spaces along Cambridge Street which anticipate City Hall Plaza at Staniford, New Chardon, and Sudbury Streets by emphasizing similarities in their form, i.e., buildings skewed from the regular street grid result in pie-shaped spaces.
- Create a major plaza at the center of the State Services Center block.
- Maintain the triangular open space and monumental stair on the State Services Site at Lowell Square as a park for the District,
- Create a new plaza in front of One Beacon Street that mitigates the negative impact of the wind and suggests the continuation of the arcade between Center Plaza and 73 Tremont Street building such as a free-standing colonnade and which also relates to the King's Chapel Burial Ground on the opposite side.

Central Artery Parcels: removing the barrier to the harbor

The Government Center Plan encompasses several of the parcels which will be created by the depression of the Central Artery adjoining the North End community and the Downtown Waterfront.

The Central Artery Plan, currently under development, proposes to re-establish many of the streets which were severed by the construction of the Central Artery and to develop parkland and public facilities on most of those parcels which occur in the Government Center area.

For the North End, the elements of the Central Artery Plan are:

- to strengthen the neighborhood with new housing for family, elderly, and affordable housing.
- to construct a community hall for meetings, sharing news, and holding events.

- to build a recreation center for young people to develop their talents, skills through sports.
- to recreate Haymarket Square where Hanover Street meets the new Artery District to signal the entrance to the neighborhood and act as a center of commerce and recreation.
- to extend North and Hanover Streets through the new parcels to restore the historic pedestrian thoroughfares that once linked the North End to the rest of the city.



View of North End Park created on proposed Central Artery open space system. Hanover and North Streets are intended to restore the historic streets that link the North End with the rest of the city

For the Downtown Waterfront area, the elements of the Plan are:

- to extend Waterfront Park across the Artery District to the Quincy Market area to improve pedestrian access.
- to expand the Walk-to-the-Sea pathway across the Central Artery parcel leading to the harbor.
- to develop new interesting and enjoyable activities on the new parks, such as retail push-carts, visitor's center, an ice skating rink, historic exhibits, and gardens.
- to rebuild State, India, and broad Streets as pathways to the harbor uniting the two sides of the Artery.
- to develop a commemorative public square between Broad and High Streets as a new focal point for the area with the Rowes Wharf Rotunda as a backdrop.
- to ameliorate the aesthetic impact of the tunnel ramps located between Rowes Wharf and International Place with a terraced garden.

Using Civic Space to Honor, Celebrate and Remember

As a civic center, Government Center is an appropriate district for a program of monuments to causes and individuals which the City chooses to honor, celebrate or remember. Monuments serve a civic function much like important public buildings such as City Hall and Faneuil Hall. Moreover, Government Center is massively-scaled, and new elements, such as monuments, can bring order and familiarity to it for pedestrians. Like the Mall in Washington, D.C., Government Center is a large central plaza surrounded by civic buildings. Monuments can humanize and bring meaning, context, and order to such great and sweeping spaces.

The following program for new monuments has been requested by various parties:

- Union Street Park to contain a Holocaust Memorial.
- City Hall Plaza to contain the POW/MIA Monument and the Memorial to Martin Luther King.
- Marketplace Center to contain a memorial to world hunger and specifically to Ireland's Great Hunger of the 1840s, the impetus for the first waves of Irish immigration to the United States.

District-Wide Pedestrian Improvements

In addition to the major open spaces and concepts discussed above, there are several ways in which the public realm of this District can be improved with relatively simple modifications.

Through-block connections

- Enhance pedestrian connections throughout the District by encouraging building lobbies which extend through a block. All new development and renovations must include such passageways and existing ones must be preserved.

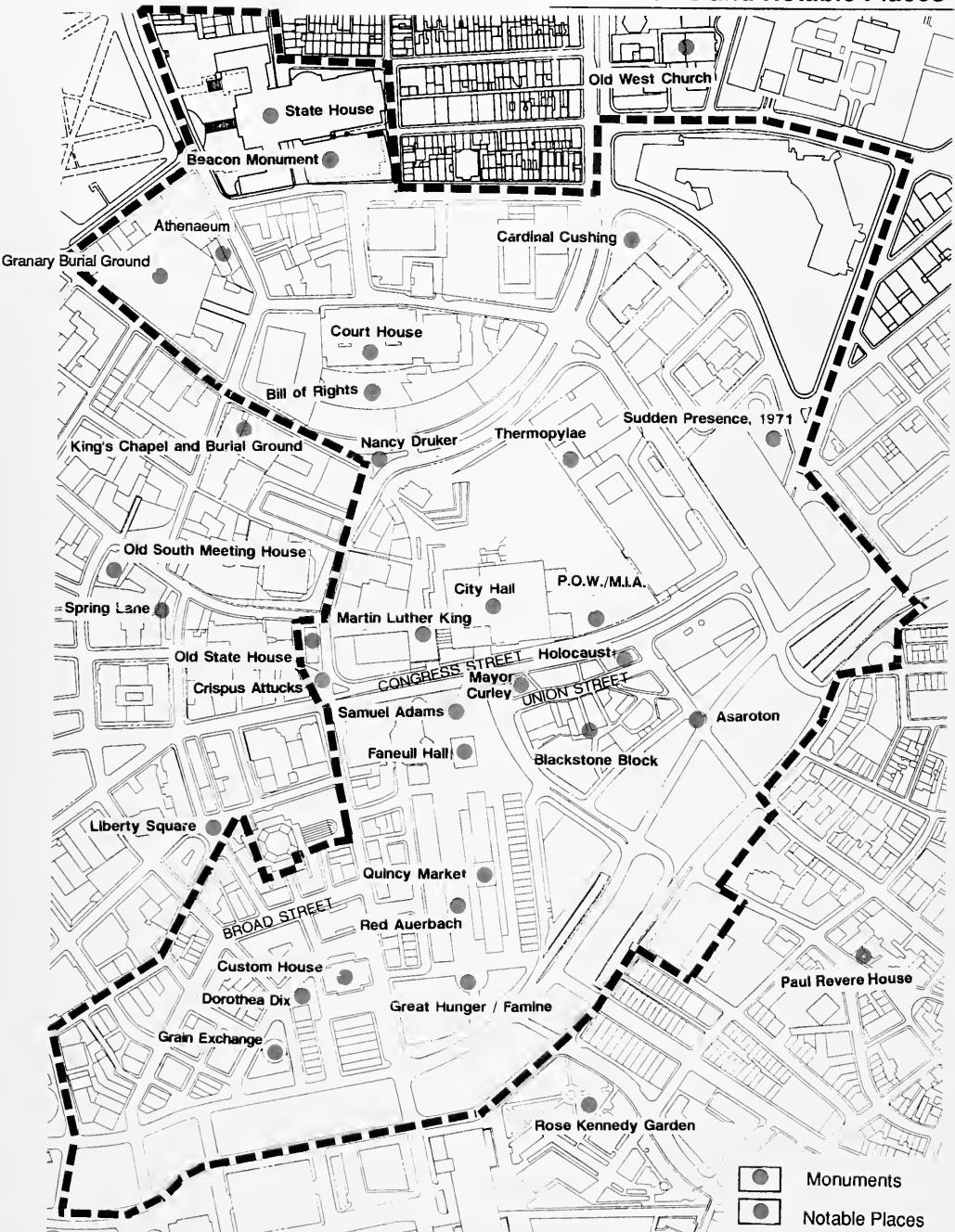
Freedom Trail

- Make the Freedom Trail more prominent as it passes through Government Center with signs and kiosks. Public art and memorials related to the Freedom Trail should be installed.



View of pedestrian connection between the Faneuil Hall Marketplace and Waterfront Park (Marriott Long Wharf Hotel at right)

Monuments and Notable Places



Connections to the Harbor

- Enhance all secondary Walks-to-the-Sea via Broad Street, State Street, and Hanover Street, particularly in conjunction with the depression of the Central Artery by identifying such paths with streetscape elements such as paving, signs, and streetlights.

Views and Vistas

- Preserve and enhance views of prominent buildings, natural features, and districts.

Old North Church: Preserve the view of the Old North Church steeple from Tremont Street, the Government Center MBTA Station, and City Hall Plaza by maintaining the required visual easement in the design of the Parcel 7 ventilation building project.

Walk-to-the-Sea: Design a visual element to mark Long Wharf as a destination. Improve the space beneath the Central Artery for pedestrian passage until such time as the Artery is depressed.

Broad Street: Protect the view to the Ferry Pavilion at Rowes Wharf and enhance it through the design of the Artery Air-Rights parcels.

Hanover Street: Frame the view into the North End with the new development at Parcel 7 and on the new Artery air-rights, and toward City Hall Plaza particularly with a new treatment of the brick wall near the JFK Building.

Custom House Tower: Protect the view of the Tower from City Hall Plaza and from State Street, and preserve its free-standing quality by prohibiting encroachment from background buildings in the vista.

Old State House: Protect the views of the Old State House from both the east and west ends of State Street and from the arcade of 28 State Street.

Long Wharf: Protect the visual easement on State Street to the flagmast at the tip of Long Wharf.



View of Custom House Tower from State Street

III. HISTORIC PRESERVATION

The Government Center District contains monuments of great importance to the history of the city, the Commonwealth and the nation, as well as more modest structures which lend scale, interest, and dignity to the area. With areas developed during the 18th and 19th-centuries, as well as the Urban Renewal era, Government Center provides a common setting for history and tradition on the one hand and progress and change on the other.

Eighteenth-century icons of colonial dissent and American self-government include the Old State House (1712-13) and Faneuil Hall (1740-42; 1805). Since 1742, Faneuil Hall has continued to be used by citizens of Boston as a marketplace and meeting hall.

Important 19th-century buildings include the Sears Block and Sears Crescent (c. 1840s) which were central to Boston's literary world; Quincy Market (1824-26), Boston's first major redesign of an entire area, designed by Alexander Parris; the massive granite Suffolk County Courthouse (1884-91) by George A. Clough; the robust State Street Block (c. 1857) by Gridley J.F. Bryant; and the Ames Building (1889) by Shepley, Rutan and Coolidge successor firm to H.H. Richardson, considered Boston's first skyscraper.

Significant 20th-century buildings in the district range from the 14-story Batterymarch Building (1927-28), an unusual brick Art Deco building by Harold Field Kellogg, to the new City Hall (1962-68), a tour de force by Kallmann, McKinnell & Knowles representing Boston's renaissance, to the State Services Center (1971), a controversial and unfinished masterpiece conceived by Paul Rudolph, which includes buildings designed by Shepley, Richardson and Abbot and Desmond and Lord.

There are six Districts contained within Government Center or located nearby which are listed on the National Register of Historic Places: the Blackstone Block, the Park Street District, Quincy Market, the Custom House District, the Bulfinch Triangle, and the Fulton/Commercial Streets District.

In addition to these districts, twelve buildings and places of great historic or architectural value in the Government Center/Markets District have been designated as Boston Landmarks by the City of Boston Landmarks Commission.

- Ebenezer Hancock House, Marshall Street (ca. 1767) considered the most intact and important Georgian residential interior in the nation;
- Blackstone Block Street network, the largest intact pattern of original 17th-century public ways remaining in Boston;
- 50-54 Broad Street (c. 1862), Boston's only remaining example of rock-faced granite ashlar warehouse in the Mansard style, attributed to Nathaniel Bradlee.
- 25-27 India Street, Central Wharf Building (1816), Federal-style brick warehouse designed by Bulfinch to be compatible with the Broad Street buildings;
- the following Bulfinch-designed warehouses, the few remaining examples of commercial building in the Federal style in downtown Boston and part of the Broad Street Association's ambitious development project:
 - 5-7 Broad Street (1805-07)
 - 7-9 Broad Street (1805-07)
 - 64 Broad Street (1805-07)
 - 66 Broad Street (1805-07)
 - 68-70 Broad Street (1805-07)
 - 72-72A Broad Street (1805-07)
 - 102 Broad Street (1805-07)
- U.S. Custom House (1837-47) Ammi B. Young; addition (1911-15) Peabody & Stearns; considered the gateway to international commerce well into the 20th century. Original building is a prime example of the Greek Revival style; the Italian Renaissance style tower is acknowledged as Peabody & Stearn's best-known masterpiece.

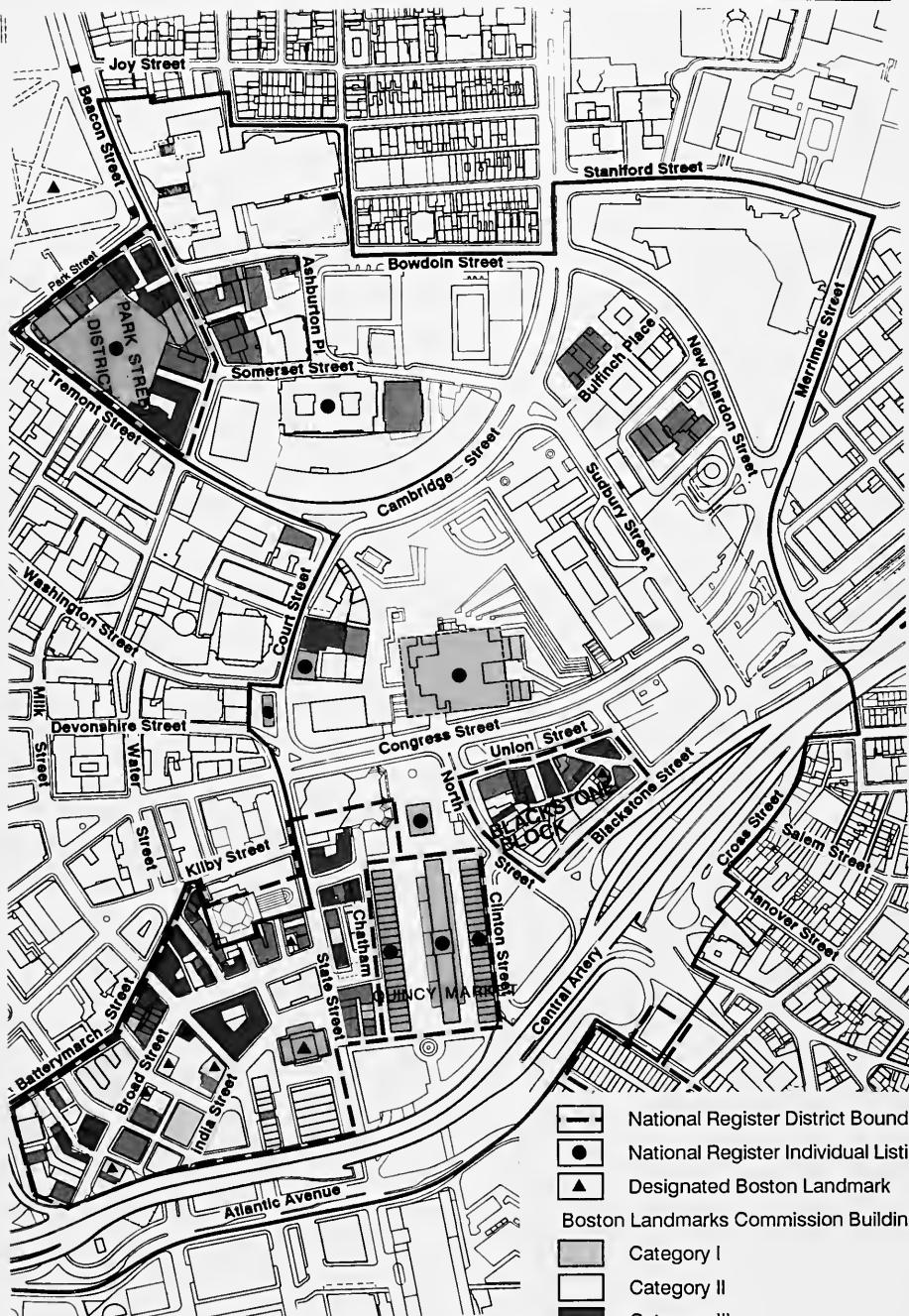
The preservation objectives for the Government Center district are to:

- Preserve the significant historic buildings which contribute to the district's architectural character and incorporate those buildings into revitalization efforts.
- Promote building preservation and re-use for investment to enhance Boston's economy by using Boston's building stock as a resource.
- Retain historic streets and alleys, encouraging their discovery and use by visitors, workers and residents.
- Protect existing vistas of significant buildings and sites in and around the district.
- Improve and revitalize the portion of the Freedom Trail which traverses the heart of the district, and which accommodates over four million visitors annually.
- Complete the unfinished State Services Center in general accordance with the Rudolph concept.
- Repair the seam created by the original construction of the Artery and reconnect the waterfront to the Government Center District.
- Protect individual historic resources and the character of adjacent historic districts by establishing compatible height and FAR regulations for development on the Artery Air-Rights parcels.
- Reconnect historic street patterns where construction of the Central Artery severed or altered them.



Ebenezer Hancock House

Historic Resources



■ National Register District Boundary

● National Register Individual Listing

▲ Designated Boston Landmark

Boston Landmarks Commission Building Ratings

■ Category I

■ Category II

■ Category III

■ Category IV

■ Category V

■ Category VI

IV. TRANSPORTATION ACCESS

Vehicular Circulation

Unlike other parts of downtown, the Government Center/Markets District today is extremely well-designed for the automobile. In order to compete with suburban locations for residents, workers, and investors, Boston in the 1950s had to become easily accessible by automobile, not an easy task given its still largely colonial street pattern. Except for isolated efforts by Charles Bulfinch in the previous century to overlay a grid pattern on parts of downtown, most of the core retained its winding and narrow streets. And many of the squares found in this District such as Bowdoin Square, Dock Square, Adams Square, and Scollay Square were not formally-laid out areas of generous proportions, but merely the convergence of two or more streets.

The Government Center Urban Renewal Plan proposed new streets of multiple lanes having good access to the regional highway network and the airport. Today, major arterials pass through and adjacent to the District, serving tens of thousands of vehicles daily connecting to all directions. Cambridge and Congress Streets are both fast-paced, multi-laned boulevards which bring traffic quickly from points north and west of the city.

Cambridge Street is a major connector to regional roadways such as Storrow Drive and the City of Cambridge. Congress Street brings traffic to the I-93 Southeast Expressway, or by way of North Washington Street out to Charlestown and the Tobin Bridge north. New Chardon and Sudbury Streets, wide one-way streets, cut the District perpendicularly. North Street links the District to the Surface Artery and the Sumner Tunnel going to Logan Airport and points north of Boston.

Transit Access and Pedestrian Links

Public transportation has a strong and identifiable presence in the Government Center/Markets District. Prime pedestrian paths and transit links bring people through the District and on to major destination points. The MBTA Blue Line, with stations at Government Center, State Street, and Bowdoin Square, links downtown to Logan Airport.

The MBTA Green Line, accessed from Government Center and Haymarket, connects west to the Back Bay, Huntington Avenue, the hospital area, the town of Brookline, and several universities, while the Orange Line at Haymarket and State Street connects north and west to the South End and Roxbury Crossing.



Government Center T Stop

Cambridge Street, which begins in Government Center, has the Charles Street Red Line Station which connects the District by transit to Cambridge and Somerville.

Congress Street bisects the District bringing pedestrians to Financial District work places from an MBTA express bus terminal at the base of the Government Center Garage and North Station commuter rail both of which serve northern corridors.

Perpendicular to Congress Street is State Street, which as it did in Boston's maritime heyday, brings people to the waterfront and to Long Wharf where today water transportation facilities exist.

Both Tremont and Washington Streets begin at City Hall Plaza bringing pedestrians to Boston Common and the retail core and to major transit stations at Park Street and Downtown Crossing.

Hanover Street, which at one time passed directly through what is now City Hall Plaza, connects to the Blackstone Block, the North End, and the waterfront.

Parking

The District currently contains approximately 4,800 parking spaces housed in eleven parking garages, 2000 of which are in the Government Center Garage. While surface parking still exists at the interior of the State Service Building site, at Parcel 7, and beneath the Central Artery, it will be eliminated with planned roadway improvements and future development.

The Government Center/Markets District falls completely within the City's Restricted Parking District. In order to modify or construct new, commercial parking facilities, parking operators obtain a Parking Freeze Permit which can be issued only if an equivalent number of off-street or legal on-street parking spaces have been physically eliminated within the freeze area.

Proposed Projects and Planning Efforts

Planned projects which will effect traffic movement in Government Center include the depression of the Central Artery elevated structure and the related relocation of on/off ramps, and the widening



Government Center Garage

of Merrimac Street and Lomasney Way which will create better vehicular flow to and from Leverett Circle scheduled for completion in 1991. Merrimac Street will be redesigned for two-way traffic thus feeding outbound Congress Street traffic quickly from downtown to Leverett Circle. The MBTA is currently planning a second entrance/exit on State Street to the Aquarium Blue Line Station.

Of greatest significance to the District is the Central Artery depression and the resulting new surface boulevard to be constructed. The new roadways are designed as normal city streets rather than sections of interstate roadways. Except where ramp access is required, the roadways are three travel lanes in width. Curb parking is provided to buffer the impacts of traffic on pedestrians. Pedestrians are accommodated at nearly every intersection along the corridor. Intersections are located to facilitate pedestrian crossings along major pathways and are designed as standard, four-way, right-angle intersections wherever possible. At the same time that the new boulevards accommodate north-south travel, they must also allow for restoration of radial streets from the center of downtown to the North End and the Waterfront.

One of the important access points from the Government Center/Markets District to the new surface boulevard will be Clinton Street. The current direction of Clinton Street will be reversed thus allowing quick and easy egress for traffic heading southbound.

Still unresolved at this time is access from the Government Center/North Station area to Route I-93 northbound. This has been envisioned as a two-lane, on-ramp at Traverse Street. However, the State proposal has eliminated this ramp. As a result, traffic seeking to go north on I-93 would be forced to use local streets creating serious traffic impacts on the North End and Charlestown neighborhoods. Further analysis of alternatives and traffic mitigation will be needed to resolve this issue.

The Boston Transportation Department is currently engaged in several planning studies and efforts for the Downtown as a whole which will effect traffic and parking in Government Center. These efforts include assessment of future parking requirements and the development of standards for off-street parking, analysis of vehicular traffic flow in downtown, a tour bus study which will address

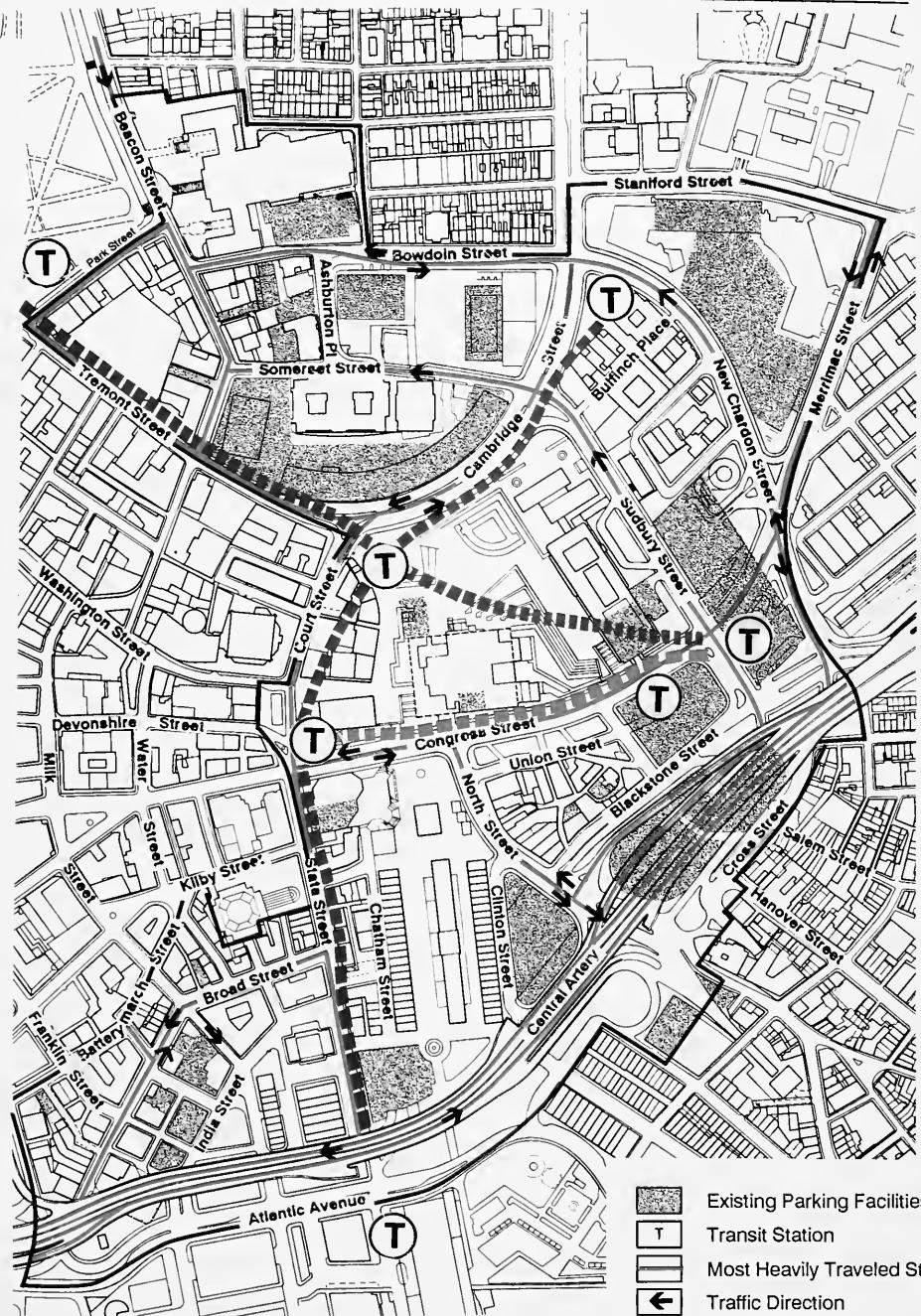
circulation, layover, and parking characteristics of the tour bus industry, and continual efforts to upgrade signage.

Transportation Goals

The transportation goals of the Government Center Plan are:

- to improve arterial access from the District to the regional highway system.
- to manage existing parking resources.
- to improve pedestrian circulation and safety particularly along those paths frequently taken between work sites and public transit facilities.
- to improve surface bus service within the District through signalization and routing.
- to construct a pedestrian bridge over Congress Street between City Hall Plaza and the 60 State Street Plaza for improved pedestrian access and safety.

Transportation



IV. ACHIEVING THE PLAN

Zoning

The Downtown Interim Planning Overlay District (Article 27D)

In 1987, the Zoning Commission approved Article 27D, an amendment to the Zoning Code, which established interim zoning controls for the downtown in order to provide the proper balance between competing land uses and economic and environmental factors which existing zoning at the time failed to insure.

Most of this District was placed in a Medium Growth Subdistrict in which new development could achieve a height of 125 feet and FAR of 8 as-of-right and 155 feet and FAR of 10 if certain criteria were met. The portion of the District which contains the Blackstone Block, Faneuil Hall/Quincy Market, Old State House, and the Custom House was placed in a Priority Preservation Subdistrict in which new development could achieve a height of 65 feet and FAR of 4.

Article 27D also established 11 Special Study Areas, one of which is Government Center/Markets, for which planning and rezoning would proceed on a community based, district-by-district basis in conjunction with the Boston Civic Design Commission. This Plan fulfills the requirement of Article 27D for a district plan for Government Center.

Plans and permanent zoning for several of the downtown areas have already been completed: North and South Station economic development areas, Huntington/Prudential District, Midtown Cultural District, and Chinatown permanent zoning. The Leather District and Bulfinch Triangle Plans have been approved by the BRA Board and zoning amendments will be considered by the Zoning Commission in the near future. The zoning for the Government Center District is being developed to coincide with the Plan for the Central Artery, which was also presented for a public hearing before the BRA Board in December 1990.

Government Center District Zoning

Permanent Zoning for Government Center permits moderately-scaled, infill development on vacant or underutilized sites, rooftop additions and

rehabilitation. The zoning also allows for a single Planned Development Area on the New Chardon Street block for more large-scaled development.

The Zoning plan establishes use and dimensional regulations, provisions for the modification of the District's open spaces and plazas, and a comprehensive set of urban design guidelines which will ensure that all new construction and rehabilitation is responsive to the existing buildings in the District in scale, design, choice of building materials, and areas.

General design guidelines for the district as a whole are set out, as well as specific regulations on rooftop additions, streetwall continuity and height, and setbacks. Large-scale development is only permitted in the single Planned Development Area.

The establishment of permanent zoning regulations will provide clarity for residents, property owners and developers likely to develop or expand in the District minimizing the number of variances sought.

Height and Density

- Medium Growth Areas

In the majority of the District, the permanent zoning for Government Center allows for building height of 125 feet/FAR 8 as-of-right. Certain areas on Congress and Broad Streets will be allowed a building height of 155 feet/FAR 10 if a proposed project is subject to, or elects to comply with the provisions of Article 31, Development Review Requirements, and the Boston Redevelopment Authority certifies compliance with Article 31.

- Restricted Growth Areas

The Restricted Growth dimensions of 80 feet/FAR 6 are instituted on Parcel 7, the site of the state's proposed ventilation building and an area between New Chardon Street and the JFK Building. With Article 31 compliance, height and FAR may be increased up to 100 feet/FAR 7.

- Protection Areas

In areas where the existing scale of buildings is lower or which contain structures of great historic character, such as the Faneuil Hall Marketplace and sections of the Broad Street area the Protec-

tion Area height of 65 feet and FAR 4 are maintained.

- **Planned Development Areas**

In the portion of the District known as the State Services Center Block on which a Planned Development Area designation is permitted, a height limit of up to 400 feet and an FAR of 8 is permitted subject to the granting of exceptions under the provisions of Article 6A of the Code.

Open Space

Several types of public open spaces are provided for throughout the District. City Hall Plaza, Dock Square, Merrimac Street Plaza and Center Plaza are zoned as urban plazas. The Central Artery parcels ranging from Commercial Street to East India Street as well as State House Park and Cardinal Cushing Park are zoned as parkland and recreational open space. Extensive design and landscaping guidelines will ensure that the open space character of the Artery corridor and its connection to the Waterfront is preserved.

Central Artery Area

Thirteen parcels of land will be created in the Government Center/Markets District with the depression of the Central Artery abutting the North End and the waterfront. The following is a list of the parcels, proposed uses, and dimensional controls:

North End Subdistrict

Parcel 6	recreation/community facility	55 feet/FAR 3
Parcel 7	parking garage/ventilation equipment/retail	80-100 feet/FAR 6-7
Parcel 8	open space	NA
Parcel 9	residential/retail	55 feet/FAR 3
Parcel 10	open space	NA
Parcel 11a	residential/retail parking	55 feet/FAR 3
Parcel 11	residential/retail	55 feet/FAR 3
Parcel 12/13	tour bus/community facility/retail	55 feet/FAR 3

Waterfront Subdistrict

Parcel 14	open space	NA
Parcel 15	open space	NA
Parcel 16	open space	NA
Parcel 17	open space	NA

Uses

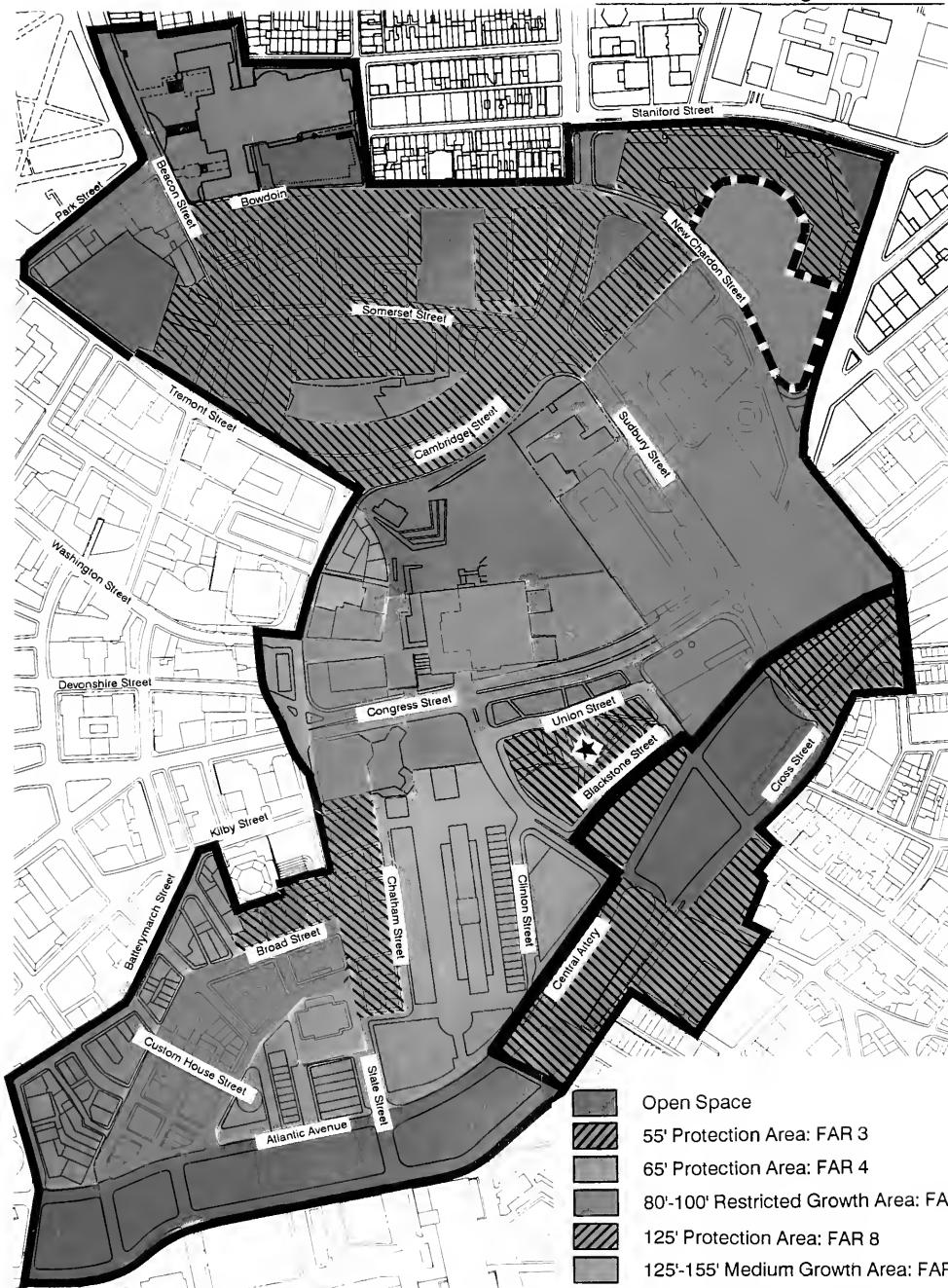
To promote active pedestrian use of the District, the proposed zoning will encourage active retail and service uses on the ground floor of any new development on the major pedestrian streets. On upper floors the zoning will permit the full spectrum of uses historically found in the District: office, retail, residential, and services, and institutional.

Daycare

In order to help address the impacts upon existing daycare facilities caused by new development in the downtown, the Government Center/Markets zoning will require that all large scale development projects create daycare facilities according to the following formula:

Developers of commercial projects over 100,000 square feet must provide daycare, either on-site or in the vicinity of the proposed project. Proposed Projects with gross floor area between 100,000 and 200,000 square feet must provide at least 2% of the gross floor area to daycare. Projects of 200,000 to 500,000 gross square feet will be required to create 4,000 GSF of daycare. Projects of 500,000 to 1,000,000 GSF will be required to create 8,000 GSF of daycare. Projects greater than 1,000,000 GSF will be required to create at least 12,000 GSF of daycare facilities.

Zoning



Except on certain parcels where height limit will be of the largest building to have existed on the site.
(see proposed Article 47)

Implementation

The Government Center/Markets District Plan and proposed zoning regulations will be reviewed by community groups and then will be subject of a public hearing before the Board of the Boston Redevelopment Authority. If the Plan is adopted, the zoning implementing the Plan will be submitted to the Zoning Commission for a public hearing. If approved by the Commission, the Zoning Code will be amended to incorporate Article 47, and the Government Center/Markets District Plan will become the portion of the general plan for the city governing the Government Center District.

Acknowledgements

Leslie Larson, A History and Analysis of Central Boston

Appendix A

TO THE ZONING COMMISSION OF THE CITY OF BOSTON:

The Boston Redevelopment Authority petitions to amend the text of the Boston Zoning Code, as established under Chapter 665 of the Acts of 1956 as amended, as follows.

By inserting, after Article 46, the following article:

ARTICLE 47
GOVERNMENT CENTER/MARKETS DISTRICT

SECTION 47-1. Statement of Purpose, Goals and Objectives. The purpose of this Article is to establish the zoning regulations for the comprehensive plan for the Government Center/Markets District as required by the provisions of the Downtown Interim Planning Overlay District, Article 27D of this Code. The goals and objectives of this Article and the Government Center/Markets Plan are: (1) to preserve Boston's historic resources and public spaces which are a vital component of Boston's heritage; (2) to create new links between the built environment and the waterfront; (3) to provide for appropriately-scaled development in the remaining sites where development would be appropriate; (4) to provide for infrastructure and capital improvements where necessary; (5) to provide open space and public recreational facilities along the Central Artery corridor; and (6) to encourage pedestrian activity in the downtown.

SECTION 47-2. Recognition of the Government Center/Markets Plan. In accordance with Section 27D-18 of this Code, which requires production of comprehensive planning policies, development controls, and design guidelines for Special Study Areas in the Downtown Interim Planning Overlay District, including

the Government Center District, (Special Study Area No. 4), the Zoning Commission hereby recognizes the Government Center/Markets Plan as the general plan for the Government Center/Markets District and as the portion of the general plan for the City of Boston applicable to the Government Center/Markets District. This Article is one of the means of implementing the Government Center/Markets Plan, the preparation of which is pursuant to Section 70 of Chapter 41 of the General Laws, Section 652 of the Acts of 1960, and Section 3 of Chapter 4 of the Ordinances of 1952.

SECTION 47-3. Physical Boundaries. The provisions of this Article are applicable only in the Government Center/Markets District. The boundaries of the Government Center/Markets District are as shown on a map entitled, "Map 1K -- Government Center/Markets District (supplemental to 'Map 1 Boston Proper')" of the series of maps entitled "Zoning Districts - City of Boston," as amended, and is depicted in Appendix A to this Article.

SECTION 47-4. Applicability. This Article together with the rest of this Code constitutes the zoning regulation for the Government Center/Markets District and applies as specified in Section 4-1 regarding the conformity of buildings and land to this Code. Application of the provisions of Article 27D to the Government Center/Markets District is rescinded on the effective date of this Article, except as provided below. Where conflicts exist between this Article and the remainder of this Code, the provisions of this Article shall govern. For the Government Center/Markets District, except where specifically indicated in this Article, the provisions of this Article supersede Article 13 (except Section 13-3), and Articles 8 and 14 through 23, inclusive, of this Code for the Government

Center/Markets District. The following Proposed Projects are exempt from the provisions of this Article, and are governed by the rest of this Code, including Article 27D.

1. Any Proposed Project for which application to the Inspectional Services Department for a building or use permit has been made prior to the first notice of hearing before the Zoning Commission for adoption of this Article and for which no Zoning Relief is required.
2. Any Proposed Project for which appeal to the Board of Appeal for any Zoning Relief has been made prior to the first notice of hearing before the Zoning Commission for adoption of this Article, provided that such Zoning Relief has been or thereafter is granted by the Board of Appeal pursuant to such appeal.
3. Any Proposed Project or site for which application for approval of a development impact project plan, planned development area development plan, or planned development area master plan has been submitted to the Boston Redevelopment Authority prior to the first notice of hearing before the Zoning Commission for adoption of this Article, provided that such development impact project plan, planned development area development plan, or planned development area master plan has been or is hereafter approved by the Boston Redevelopment Authority pursuant to such application, whether or not such application or such development impact project plan, planned development area development plan, or planned development area master plan is thereafter modified or amended.

SECTION 47-5. As-of-Right Building Heights and Floor Area Ratios. Except as otherwise may be allowed within a Planned Development Area ("PDA") established in accordance with Section 3-1A of this Code and except as otherwise provided in Section 47-8 and 47-9, any Proposed Project within the Government Center/Markets District is allowed an as-of-right building height and Floor Area Ratio (FAR) as follows:

- a. Within those portions of the Government Center/Markets District depicted on Map 1K of this Code and Appendix A hereto as the "Broad Street Protection Area," and the "Markets Protection Area," and the "State House Protection Area" and the "Sears Crescent Protection Area," any Proposed Project is allowed a maximum as-of-right building height of sixty-five feet and a maximum as-of-right FAR of four.
- b. Within those portions of the Government Center/Markets District depicted on Map 1K of this Code and Appendix A hereto as the "North End Central Artery Area," including Central Artery Parcels 6, 9, 11 and 11a, 12 and 13, and the "Saltonstall Area", any Proposed Project is allowed a maximum as-of-right building height of fifty-five feet and a maximum as-of-right FAR of 3.
- c. Within that portion of the Government Center/Markets District depicted on Map 1K of this Code and Appendix A hereto as the "Blackstone Block Protection Area", any Proposed Project is allowed a maximum as-of-right building height of fifty-five feet and a maximum as-of-right FAR of 3, except on the following sites, for which the maximum as-of-right building height is as follows:

<u>Site</u>	<u>Maximum As-of-Right Building Height</u>
72-86 Blackstone Street	45'
88-98 Blackstone Street	66'
100-102 Blackstone Street	56'
106 Blackstone Street	56'
114-120 Blackstone Street	56'
Hancock Row, Creek Square	45'
145-149 Hanover Street	54'
10 Marshall Street	32'
11-12 Marshall Street	66'
14-22 Marshall Street	32'
1-13 Union Street	45'
15 Union Street	45'
17-21 Union Street	45'
31-35 Union Street	62'
37 Union Street	38'
41-43 Union Street	38'
45-55 Union Street	54'
108-112 Blackstone Street	44'
16-18 North Street	70'
20-22 North Street	72'
24 North Street	72'
26 North Street	42'
60 North Street	72'

d. Within those portions of the Government Center/Markets District depicted on Map 1K of this Code and Appendix A hereto as the "Government Center Area," and the "India Street Restricted Growth Area", any Proposed Project is allowed a maximum as-of-right building height of eighty (80) feet and a maximum as-of-right FAR of 6; provided that any Proposed Project is allowed a maximum as-of-right building height of one hundred (100) feet and a maximum as-of-right FAR of 7, if such Proposed Project is subject to or shall elect to comply with the provisions of Article 31, Development Review Requirements, and the Boston Redevelopment Authority has certified that the Proposed Project complies with Article 31.

- e. Within those portions of the Government Center/Markets District depicted on Map 1K of the Code and Appendix A hereto as the "Custom House Area," the "Congress/State Street Area," and the "City Hall Area", any Proposed Project is allowed a maximum as-of-right building height of one hundred and twenty-five (125) feet and a maximum as-of-right FAR of 8; provided that any Proposed Project shall have an as-of-right building height of one hundred and fifty-five feet and an as-of-right FAR of 10, if such Proposed Project is subject to or shall elect to comply with the provisions of Article 31, Development Review Requirements, and the Boston Redevelopment Authority has certified that the Proposed Project complies with Article 31.

- f. Within those portions of the Government Center/Markets District depicted on Map 1K of the Code and Appendix A hereto as the "Pemberton Square Protection Area," and the "State Street Protection Area," any Proposed Project shall have a maximum as-of-right building height of one hundred and twenty-five (125) feet and a maximum as-of-right FAR of 8.

For Proposed Projects within the Government Center, Custom House, Congress/State Street Areas and the India Street Restricted Growth Area, the Boston Redevelopment Authority may determine that the building height and FAR are in Substantial Accord with the maximum as-of-right building height and maximum provision of this Section if the Proposed Project complies with the provisions of Article 31, Development Review Requirements, and: (a) the Proposed Project and

its height and massing are compatible with the surrounding area, in accordance with the urban design provisions of Section 47-11; (b) the Proposed Project is consistent with the Government Center/Markets District Plan and the general plan for the City as a whole; (c) the Proposed Project is in harmony with the general purpose and interest of this Code; and (d) if the Proposed Project is a Development Impact Project, as defined in Section 26-2, 26A-2, or 26B-2, the applicant shall have complied with the Development Impact Project Requirements set forth in Section 26-3 or 26A-3 and in Section 26B-3.

SECTION 47-6. Central Artery Area. This section establishes the Central Artery Area, shown on Map 1K of this Code and attached as Appendix A hereto. The Central Artery Area is subject to all provisions of this Article, except as noted below, and to the Central Artery Plan, which addresses the following issues related to the redevelopment of the Central Artery parcels: (a) developing open space which will enhance the quality of life in the City; (b) establishing a plan for the creation of public recreational facilities; (c) encouraging new development which is consistent with the historic and architectural context of the adjacent neighborhoods; and (d) promoting an appropriate mix of land uses to accomplish these objectives.

SECTION 47-7. Establishment of Area within Which a Planned Development Area May Be Permitted. This section establishes one area within which a Planned Development Area ("PDA") may be permitted within the Government Center/Markets District. The purposes for establishment of this area as one within which a PDA may be permitted are: to establish a more flexible zoning

law and encourage large-scale redevelopment of the block bounded by New Chardon Street, Cambridge Street, Staniford Street and Merrimac Street, while insuring high-quality design by providing planning and design controls; and to encourage development which knits together the surrounding neighborhoods through a new urban design for the area.

1. **Consistency with Section 3-1A.** The area in the Government Center/Markets District within which a PDA may be permitted is shown on Map 1K of this Code and Appendix A hereto, and is otherwise referred to herein as the "PDA Area." No PDA is permitted within the Government Center District except within the PDA Area. Any application for Development Plan approval for a Proposed Project within the PDA Area is subject to the provisions of this section, in addition to the provisions of Subsection 3-1A.a.
2. **Applicability of Future Amendments.** The issuance of any permit for the development or construction of any portion of a Proposed Project described in the approved Development Plan, as amended from time to time, shall be deemed to be the issuance of a permit for the entire Proposed Project for the purpose of applying Section 5 of Chapter 665 of the Acts of 1956 as amended from time to time. Without limiting the foregoing sentence, the proviso of said Section 5 that construction work under the permit proceed continuously to completion shall be deemed satisfied so long as construction on the Proposed Project proceeds generally in accordance with a development schedule set forth in the approved Development Plan.
3. **Amendment of Development Plan.** In a PDA, no Proposed Project shall proceed unless the Boston Redevelopment Authority has certified to the

Commissioner of Inspectional Services that the Proposed Project is consistent with the approved Development Plan, as amended from time to time, for such PDA or the portion thereof to which said work relates. The procedure for amendment of the Development Plan is the same procedure as the procedure for initial approval of a Development Plan, as set forth in Subsection 3-1A.a and Subsection 1 of this Section 47-7. A Proposed Project for the reconstruction of a structure in existence in a PDA as of the date of Development Plan approval and described in said Development Plan, or of a structure constructed pursuant to said Development Plan, shall be determined by the Boston Redevelopment Authority to be consistent with said Development Plan, provided that said reconstruction is substantially similar to the original structure. Said reconstruction, unless described as part of the original Proposed Project in said Development Plan, shall constitute a separate Proposed Project for all purposes hereunder.

4. **Zoning Commission Approval Only; No Board of Appeal Action Required.** Upon approval of the Development Plan by the Boston Redevelopment Authority, the Boston Redevelopment Authority shall transmit the Development Plan to the Zoning Commission for its consideration. After transmittal of the Development Plan by the Boston Redevelopment Authority to the Zoning Commission, the Zoning Commission may approve the Development Plan and establish a PDA if such PDA consists solely of land with respect to which an agreement has been or is subsequently entered into with the Boston Redevelopment Authority establishing use and dimensional controls as specified in the Development Plan. A Proposed Project in a PDA shall be subject to all of the provisions of this Article and Code applicable

to the subdistrict within which the Proposed Project is located, except as otherwise expressly provided herein, and to the provisions of the approved Development Plan. Nothing in this Article shall be construed to limit the power of the Board of Appeal to grant Zoning Relief for Proposed Projects in PDAs, except that exceptions from the building height and FAR provisions set forth in Section 47-8 are not permitted.

SECTION 47-8. Planned Development Area: Use and Dimensional Regulations.

The land use and dimensional regulations for a PDA are established by this section.

1. **Use Regulations.** Proposed Projects within a PDA are subject to the use regulations set forth in Section 47-9.

2. **Dimensional Regulations.** Proposed Projects within a PDA shall be permitted a maximum FAR of 8 and a maximum building height of four hundred (400) feet. For the purposes of this paragraph 2 of this Section, FAR shall be computed as though the land within a PDA were in single ownership, notwithstanding actual ownership patterns or changes in ownership occurring after the approval of a Development Plan for the PDA, and off-street parking located below the average elevation of each adjacent street as permitted in a Development Plan shall not be included in said FAR computation.

3. **Maximum Floor Plates.** Notwithstanding any provision in this section to the contrary, above a height of ninety (90) feet, no single floor of separate

elements of a Proposed Project within a PDA shall exceed a maximum floor area of twenty-two thousand five hundred (22,500) square feet.

4. **Setback Requirement.** Notwithstanding any provision in this section to the contrary, above a height of ninety (90) feet, and Proposed Project within a PDA shall be set by not less than sixty-five (65) feet from the Street Wall.

SECTION 47-9. Government Center/Markets District Use Regulations. In the Government Center/Markets District the use of land and structures is hereby regulated as provided in this Section. The provisions of Article 8, except Section 8-6, apply only as specified in this Section. No land or structure shall be erected, used, or arranged or designed to be used, in whole or in part, except in conformity with the provisions of this Section 47-9.

1. **Ground Level Uses in the Government Center/Markets District.** Within any Proposed Project in the Government Center/Markets District, uses with street frontage located on the ground level or entered by a ramp or stairs from a sidewalk entry, except for lobby entrances, are limited to Ground Level Uses, as listed in Appendix B of this article. All other uses with street frontage which are allowed by this Section are conditional uses when located on the ground level or entered by a ramp or stairs from a sidewalk entry.
2. **Inclusion of Day Care Facilities.** The provisions of this Section 47-9.2 apply only to Proposed Projects which exceed one hundred twenty-five (125) feet, or an FAR of eight (8), or both. Any Proposed Project having a gross

floor area (not including the floor area devoted to Residential Uses, Community Uses or Cultural Uses as these uses are described in Subsections 3 and 4 of this Section), which equals or exceeds one hundred thousand (100,000) square feet shall devote to day care facilities an amount of floor area equal to at least the amount listed below in Table A of this Section. For the purposes of this Section 47-9.2 and Table A only, floor area devoted exclusively to hotel or restaurant uses and uses accessory thereto shall be multiplied by 0.2 before being used in the calculation of required day care facilities. An Applicant for a Proposed Project subject to the provisions of this Section 47-9.2 may fulfill its obligations under this paragraph by (a) creating such facilities on-site; or (b) creating such facilities, or causing such facilities to be created, in the vicinity of the Proposed Project, within the District. Any Proposed Project subject to the provisions of this section shall devote to on-site day care facilities an amount of floor area equal to at least four thousand (4,000) square feet or the minimum required square footage , whichever is less. The provision of day care facilities in accordance with this Section 47-9.2 shall be in conformity with written regulations to be adopted by the Boston Redevelopment Authority after public notice and hearing. For the purposes of this paragraph, the term "day care facilities" includes the finish, furnishings, and equipment required for use of the floor area for such facilities, to enroll people for care, instruction, or recreation during regular business hours.

TABLE A
PROVISION OF DAY CARE FACILITIES

<u>Size of Proposed Project (Gross Square Feet)</u>	<u>Minimum Day Care Facilities (Gross Square Feet)</u>
100,000 up to 200,000	2% of gross floor area
200,000 up to 500,000	4,000
500,000 up to 1,000,000	8,000
more than 1,000,000	12,000

3. **Allowed Uses.** No land or structure in the Government Center/Markets District shall be erected, used, or arranged or designed to be used, in whole or in part, for any use except under the provisions of Section 47-9.4 and Article 6, Conditional Uses, unless such use is specified in this Section 47-9.3. Any use so specified shall be allowed as of right, subject only to the regulations set forth in this Section 47-9.

(a) **Residential Uses.** Limited to multifamily dwelling, artists' live/work space, apartment house, lodging or boarding house, and any dwelling converted for more families, where structures after conversion will conform to this Code. Residential uses include any affordable dwelling units, including but not limited to affordable dwelling units which are rental units, condominiums, or limited equity share cooperatives.

(b) **Restaurant and Entertainment Uses.** Limited to the service or sale of food or drink for on-premises consumption; concert hall; theater, commercial or nonprofit (including motion picture or video theater, but not drive-in theater); art galleries, nonprofit or for profit museum exhibitions, nonprofit or for profit; provided that, uses described in Use Item 38A are forbidden.

- (c) Office Uses. Limited to business or professional offices; clinics; real estate, insurance, or other agency or government office; office building; post office; bank (other than drive-in bank) or similar establishment; artist studio or work space.
- (d) Hotel Uses.
- (e) Group Care Residence, limited.
- (f) Educational Uses. Day care center, family care center, nursery school, kindergarten, elementary or secondary school, or community health center or clinic.
- (g) Recreational and Community Uses. Limited to private grounds for games and sports or other social, recreational, or sports center conducted for profit; private club (including health club and quarters of fraternal or sororal organizations) operated for members only; public park or playground; adult education center or community center building; settlement house; the maintenance and operation of any amusement game machine in a private club, dormitory, fraternity, or sorority house, or similar noncommercial establishment, or in any commercial establishment.
- (h) Public Service Uses. Limited to public service pumping station, sub-station, or automatic telephone exchange, subject to St. 1956, c. 665, s. 2.

- (i) Wholesale Uses. Limited to office or display or sales space of a wholesale, jobbing, or distributing house; and provided that not more than twenty-five percent (25%) of gross floor area devoted to this use is used for assembling, packaging, and storing merchandise.
- (j) Service Uses. Limited to video or film production studio; barber shop; beauty shop; shoe repair shop; self-service laundry; pick-up and delivery station of laundry or dry-cleaner; tailor shop; hand laundry; dry-cleaning shop; framer's studio; caterer's establishment; photographer's studio; printing plant; taxidermist's shop; upholsterer's shop; carpenter's shop; electrician's shop; plumber's shop; radio and television repair shop; funeral home; undertaker's establishment; mortuary; research laboratory; radio or television studio; or similar use provided that in laundries and cleaning establishments only nonflammable solvents are used for cleaning; animal hospital or clinic.
- (k) General Retail Uses. Department store, furniture store, general merchandise mart or other store serving the general retail business needs of a major part of the city, including accessory storage; provided that, uses described in Use Item 34A are forbidden.
- (l) Local Retail Uses. Store primarily serving the local retail business or service needs of the neighborhood including, but not limited to store retailing one of the following: food, baked goods, groceries, packaged alcoholic beverages, drugs, tobacco products, clothing, dry goods,

books, flowers, paint and other artists' supplies, hardware and other minor household appliances, furniture, and photographic equipment.

- (m) Vehicle Rental Uses. Rental motor vehicle and trailer agency accessory to a hotel or motel, provided that no rental vehicles or trailers are parked on the street.
- (n) Uses specified in Appendix B hereto.
- (o) Institutional Uses. Limited to place of worship, monastery, convent, or parish house; nonprofit library or museum, not accessory to another institutional use; hospital, sanatorium, elder care facility, orphanage, or similar institution not for correctional purposes, whether or not providing custodial care for drug addicts, alcoholics, or mentally ill or mentally deficient persons; clinic or professional offices accessory to a hospital or sanatorium whether or not on the same lot, providing custodial care for drug addicts, alcoholics, or mentally ill or mentally deficient persons.
- (p) Accessory Uses subject to the limitations and restrictions of Article 10, limited to: a garage or parking space for occupants, employees, students, and visitors, provided that such use is accessory to a residential use, a hotel or motel, a group care residence, or a dormitory, fraternity, or sorority house; a swimming pool, health clubs, tennis court; sale over the counter of on-premises prepared food or drink for off-premises consumption, provided that such use is accessory

to a hotel restaurant use; the storage of flammable liquids and gases incidental to a lawful use; the manufacture, assembly, or packaging of products sold on the lot; the maintenance and operation of not more than four amusement game machines accessory to eating and drinking establishments; any use ancillary to, and ordinarily incident to, a lawful main use, provided that any such use shall be subject to the same restrictions, conditions, limitations, provisos, and safeguards as the use to which it is accessory.

4. **Conditional Uses.** No land or structure in the Government Center/ Markets District shall be erected, used, or arranged or designed to be used, in whole or in part, for any use under the provisions of Article 6 unless such use is specified in this Section 47-9.4. The granting of a permit for any use so specified may be authorized conditionally by the Board of Appeal acting under the provisions of Article 6, subject to the regulations set forth in this Section 47-9.4. The continued right to a conditional use is dependent upon maintaining the character and extent of operations and structures.
 - (a) **Residential Uses.** Limited to temporary dwelling structure, orphanage, and any dwelling converted for more families, provided that, after conversion, any nonconformity as to floor area ratio is no greater than prior to conversion.
 - (b) **Group Care Residence, general.**
 - (c) **Light Manufacturing Uses; kennel or pound.**

- (d) Parking lot or parking garage.
- (e) Wholesale Uses. Limited to accessory storage (other than of flammable liquids, gases, and explosives) in roofed structures or office or display or sales space of a wholesale, jobbing, or distributing house where more than twenty-five percent (25%) of gross floor area devoted to this use is used for assembling, packaging, and storing merchandise.
- (f) Take-Out Restaurant Uses. Limited to sale over the counter, not wholly incidental to a use listed under paragraph 3(b) or 3(k) of this section, of on-premises prepared food or drink for off-premises consumption or for on-premises consumption if, as so sold, such food or drink is ready for take-out.
- (g) The change of use of any residence to another use.
- (h) Transportation Uses. Limited to bus terminal, bus station, subway station or railroad passenger station, airline shuttle service.
- (i) Any use on a lot adjacent to, or across the street from, but in the same district as, a lawful use to which it is ancillary and for which it would be a lawful accessory use if it were on the same lot; provided that any such use shall be subject to the same restrictions, conditions, limitations, provisos, and safeguards as the use to which it is ancillary.

- (j) Institutional Uses. College or university granting degrees by authority of the Commonwealth; fraternity or sorority house or dormitory; trade, professional, or other school; library or museum not conducted for profit and accessory to another institutional use not allowed pursuant to paragraph 3(o) of this section; research laboratory not accessory to another institutional use; penal or correctional institution; detention home; machine shop or other noisy activity accessory to a school, college, or university, adequately sound-insulated to protect the neighborhood from unnecessary noise.
- (k) Accessory Uses. Limited to a garage or parking space for occupants, employees, customers, students, and visitors, such use not accessory to a residential use, a hotel or motel, a group care residence, or a dormitory, fraternity, or sorority house; the keeping of animals, other than households pets, provided that every enclosure is sufficient to prevent a nuisance to any adjacent residences or eleemosynary institutions; the keeping of laboratory animals incidental to a conditional institutional use, provided that all resulting noise, dust, fumes, gases, odors, and refuse matter are effectively confined to the lot or so disposed of as not to be a nuisance or hazard to health or safety; in educational institutions with more than four hundred (400) full-time students, and in hospitals with more than fifty (50) beds, incidental uses and services ordinarily found in connection therewith and primarily for the patients and staff or students and faculty, when conducted wholly within a building and entered from within the building where there is but one building on the lot line where there is more

than one building on a lot, unless accessory to a hospital or sanatorium or clinic which is an allowed use; and the keeping of laboratory animals incidental to an allowed institutional use, provided that all resulting noise, dust, fumes, gases, odors, and refuse are effectively confined to the lot or so disposed of as not to be nuisance or hazard to public health or safety.

5. **Forbidden Uses.** No land or structure in the Government Center/Markets District shall be erected, used, or arranged or designed to be used, in whole or in part, for any use specified in the use item column of Table A of Section 8-7 if such use is not specified in Sections 47-9.3 and 47-9.4 as an allowed or conditional use, except for such nonconforming uses as may be allowed to be continued under the provisions of Article 9.

SECTION 47-10. Open Space Subdistricts. This section establishes open space subdistricts within the Government Center/Markets District as indicated in Table B, and as shown on Map 1K of this Code and Appendix A to this Article. Such subdistricts are subject to the provisions of this Section and Article 33 of the Code.

TABLE B
OPEN SPACE SUBDISTRICTS

<u>Location</u>	<u>Subdistrict Designation</u>
Cambridge Street Park	Urban Plaza
Cardinal Cushing Park	Parkland
Central Artery Parcel 8	Recreation
Central Artery Parcel 10	Recreation
Central Artery Parcel 13	Recreation
Central Artery Parcel 14	Recreation
Central Artery Parcel 15	Recreation
Central Artery Parcel 16	Recreation
Central Artery Parcel 17	Recreation
City Hall Plaza	Urban Plaza
Dock Square Park	Urban Plaza
Merrimac Street Plaza	Urban Plaza
Old Granary Burial Ground	Cemetery
Pemberton Square	Urban Plaza
Somerset Street Plaza	Urban Plaza
State House Park	Parkland
Union Street Park	Parkland

Central Artery parcels shall be subject to the design guidelines and other provisions of Section 47-11 herein, as well as to Article 49 of the Code, the Central Artery Overlay District.

SECTION 47-11. Specific Design Requirements. Proposed Projects within the Government Center/Markets District shall comply with the specific design requirements established in this section. Except as provided in Article 6A of the Code, no Zoning Relief shall be granted from the provisions of this Section.

- 1. Area for Recyclable Materials.** Any Proposed Project which does not include a Residential Use, or any Proposed Project for a Residential Use of twelve (12) or more dwelling units, shall provide an area located within the vicinity of a loading bay for the separation, temporary storage, and collection of recyclable materials.

2. **Street Wall Continuity.** The Street Wall of any Proposed Project, except for a Proposed Project located adjacent to City Hall Plaza, Pemberton Square, or within the Custom House Area, shall be built:
 - (a) to be coextensive with at least eighty percent (80%) of the "Existing Building Alignment" of the block on which the Proposed Project fronts, established pursuant to Section 18-2 of this Code; or
 - (b) to a depth from the street line equal to that of at least eighty percent (80%) of the Existing Building Alignment of either block adjacent to the block on which the Proposed Project is located, if there is no Existing Building Alignment of such block.

Above the floor structure for the second floor of a Proposed Project, or fourteen (14) feet, whichever is less, the Street Wall may have recesses not greater than fifteen (15) feet in depth; provided that, the aggregate vertical surface area of such recesses shall not exceed twenty percent (20%) of the Street Wall surface area above the Display Window Area Street Wall, as defined in paragraph four of this section. Street Wall windows must be indented.

3. **Display Window Area Regulations.** The provisions of this paragraph apply only to Proposed Projects of fifty thousand (50,000) or more square feet. The term "Display Window Area" means that area of any such Proposed Project that is (i) within a depth of four (4) feet from the Street Wall of the Proposed Project; and (ii) between a height of two (2) feet above the ground floor and the height of the underside of the floor structure of the second floor of the Proposed Project, or fourteen (14) feet, whichever is

less. The Display Window Area excludes any area of Street Wall serving as ingress or egress to the interior of the Proposed Project, including off-street loading berths or accessory off-street parking, or lobby or storefront entrances; provided that no single lobby area shall occupy more than forty (40) feet of street frontage.

(a) **Display Window Area Street Wall Transparency.** The Display Window Area Street Wall shall be appropriately glazed and transparent for attractiveness to pedestrians, as certified to by the Boston Redevelopment Authority in accordance with the Urban Design provisions of Article 31. Article 11 of this Code applies to any painting or signs on the Display Window Area Street Wall, and to signs in the Display Window Area.

(b) **Display Window Area Street Wall Continuity.** The Display Window Area Street Wall shall be sufficiently coextensive with the Street Wall line, established pursuant to paragraph 2 of this section, to spatially reinforce such Street Wall line.

Display Window Areas Street Wall Recesses*

<u>Maximum Depth</u>	<u>Maximum Aggregate Surface Area</u>
ten (10) feet	thirty percent (30%)
two (2) feet	fifty percent (50%)

* The restrictions on recesses are not applicable to pedestrian arcades.

(c) **Display Window Area Usage.** To a depth of at least two (2) feet behind the Display Window Area Street Wall there shall be: (i) an area for the display goods and services available for purchase on the

premises; or (ii) an area for exhibits and announcements. The provisions of this subparagraph are not applicable to foyer space for cultural activities, restaurants, or other active storefront uses.

SECTION 47-12. Protection Area Design Guidelines. Within the Broad Street Protection Area, the Blackstone Block Protection Area, and the Markets Protection Area, and the State House Protection Area, depicted on Map 1K of this Code and Appendix A to this Article, any Proposed Project for new construction or rehabilitation shall follow the approval procedures and comply with design guidelines established in this Section and in Section 42-11. The provisions of this Section 47-12 shall not apply to any area subject to the jurisdiction of the Beacon Hill Architectural Commission or other architectural board or commission with design review authority and established pursuant to a general or special law of the Commonwealth of Massachusetts.

1. **Procedures for Approval of a Proposed Project.** Each application for a permit for a Proposed Project subject to the provisions of this section shall be filed in triplicate with the Inspectional Services Department, which shall retain one copy for its files and transmit one copy to the Boston Redevelopment Authority and the other to the Boston Landmarks Commission. The Boston Landmarks Commission may, within thirty days after the date of such transmittal, file with the Boston Redevelopment Authority a report with recommendations, together with material, maps, or plans to aid the Boston Redevelopment Authority in determining consistency with the standards for approval set forth in this section. The Boston Redevelopment Authority shall not notify the Inspectional Services Department of its findings on the application for a Proposed Project until

such report with recommendations has been received and considered, provided that if no such report is received within said thirty days, the Boston Redevelopment Authority may find that the Proposed Project is consistent with the standards set forth in this section or is not consistent with the standards set forth in this section; provided that if no such findings are transmitted to the Inspectional Services Department within forty-five days of the receipt by the Boston Redevelopment Authority of the application for a Proposed Project, the Proposed Project shall be deemed to be consistent with the standards set forth in this section without need for further action. Any Applicant aggrieved by the denial of any permit by the Inspectional Services Department pursuant to this section may appeal to the Board of Appeal within forty-five (45) days after such denial of a permit, in accordance with the provisions of Article 6.

2. **Design Guidelines.** Any Proposed Project subject to the provisions of this Section shall be designed such that the exterior proportions, scale, massing, facade design, materials, colors, and architectural detailing are compatible with the observable historical and architectural character of other buildings in the area within which the Proposed Project is located, and with streets and open spaces to which it is visually related, as identified in the Government Center/Markets District Plan. To preserve the character of the historical development pattern, facade design should be varied, and facades should be divided into modules or bays to reflect the lot width established by historic buildings within each area and to continue the established bay rhythm of each block. Within these areas, any Proposed Project for exterior alteration or construction shall proceed only if the Boston Redevelopment

Authority finds that the Proposed Project is consistent with the following standards:

- (i) Storefronts, Entrances and Windows: Every effort shall be made to retain original or integral door and window elements. Replaced elements shall follow historic precedents. Moving openings, closing them, or altering their size or shape shall be avoided. Bricked in or filled openings that were open in the original design shall be restored whenever possible. New storefronts and building entrances on interior streets shall be encouraged, as long as they respect the building's integral design and the site's historic development. Awnings, canopies and shutters are allowed if appropriate to the design of the building, and the design of such elements shall respect the historic elements in materials, size, scale, color and the manner in which they are attached to the building. Materials, design and colors for sash, doors, and jambs should be appropriate to the style of the building.
- (ii) Walls: Applicable to the Blackstone Block Protection Area Only. Exterior and foundation materials shall be retained. Painting of masonry or other masonry coating materials shall be avoided except as an historic or protective treatment, and shall be tested before application is approved. Replacement of brick and stone shall match or as closely as possible approximate the original in composition, size, color, and finish. Repointing shall match the original joint size, mortar color, and profile. Decorative wall elements such as cornices, stringcourses, brackets and parapets shall be retained.

(iii) Roofs, Gutters, and Drainpipes: Applicable to the Blackstone Block Protection Area Only. Historic roof shapes shall be retained and restored. Elements such as chimneys and dormers shall be retained in their original positions, materials, and profiles whenever possible. New elements such as skylights, penthouses, decks and oversized dormers should be avoided. All nonfunctioning or nonusable mechanical equipment (and housings for same), vents, flues and chimneys, shall be demolished and removed. Housings for mechanical equipment must be of a design, detail, size, material and workmanship in harmony with the integral design of the building. Eaves are to be retained in their original profile. New gutters shall match the original in design, composition, placement and color whenever possible. Drainpipes shall follow historic placement, composition, design, color and scale whenever possible.

(iv) New Construction: Applicable to the Blackstone Block Protection Area Only. The height and bulk of additional construction shall in general be limited to the size and shape of the largest building(s) which ever occupied that site. Under certain circumstances the envelope may be further limited, upon a finding that an increase in the building height and/or bulk may have a detrimental effect on nearby properties. New construction shall evoke the form of its predecessor on that site in terms of shape and profile as well as height. New construction at the ground floor should generally extend to current property lines, except where historic documentation sets other precedents. Setbacks at higher stories and roof forms will respond to historic precedents, as

appropriate. Additions or new construction also shall be sensitive to and compatible with their site and their visual context from inside and outside the area.

SECTION 47-13. Off-Street Parking. Within the Government Center/Markets District off-street parking facilities are not required in any Proposed Project. The provisions of Sections 28-8, 23-9, and 23-10 shall govern any Proposed Project in the District for which off-street parking is provided.

SECTION 47-14. Off-Street Loading. Within the Government Center/Markets District, Article 24 of the Code provides the regulations governing provision and design of off-street loading facilities for the use of any structure or land not subject to the provisions of Article 31, Development Review Requirements. The provision and design of off-street loading facilities for the use of any structure or land which is subject to the provisions of Article 31 shall be determined by the Boston Redevelopment Authority through the Development Review Requirements process. Mitigative measures, as appropriate, may be required through the Development Review Requirements process to minimize the deleterious effects of any off-street loading facilities on adjacent properties.

SECTION 47-15. Regulations. The Boston Redevelopment Authority may promulgate and amend from time to time regulations to administer this Article.

SECTION 47-16. Severability. The provisions of this Article are severable, and if any such provision or provisions shall be held invalid by any decision of any

court of competent jurisdiction, such decision shall not impair or otherwise affect any other provision of this Article.

SECTION 47-17. Definitions. Words and phrases defined in Appendix C to this Article shall have the meanings set forth in said Appendix C.

SECTION 47-18. Appendices. The following appendices are attached to and hereby made part of this Article:

1. Appendix A - Map 1K - Government Center/Markets District
2. Appendix B - Ground Level Uses
3. Appendix C - Definitions

APPENDIX A

APPENDIX B Ground Level Uses

The following uses are Ground Level Uses, and are allowed uses within the Government Center/Markets District, provided that, uses described in Use Item Numbers 34A and 38A are forbidden. This list is intended to be illustrative of ground level uses and not exclusive.

- Antique stores
- Appliances, repair shops
- Appliances, sales
- Artists' supply and music stores
- Athletic goods stores
- Bakeries or pastry shops
- Bank branch offices
- Bank machines, limited to two
- Barber shops
- Beauty parlors
- Bicycle stores, rental or repair
- Book stores or card stores
- Cafes
- Candy stores
- Car rental
- Carpet, rugs, linoleum, or other floor covering stores
- Churches
- Cigar stores
- Clock or watch stores, or repair shops
- Clothing retail establishments
- Clothing stores, (men's, women's, children's apparel)
- Clubs, non-commercial
- Coffee shops
- Coin stores
- Community centers
- Dance halls, public
- Day Care Centers
- Delicatessen stores
- Department stores
- Diners
- Dressmaking shops, custom
- Drug stores
- Dry cleaning establishments or laundromats
- Dry goods or fabric stores
- Eating or drinking places, in accordance with the provisions of Use Item Number 38
- Fabric or yarn store
- Fire Stations
- Fishing tackle or equipment stores, or rental establishments
- Florist shops
- Food stores, including supermarkets, produce and grocery stores, markets, health foods, delicatessens, prepared food/special food, spices and herbs, coffees, teas, meat, fish, poultry, and cheese stores

APPENDIX B (cont'd)

Furniture stores
Furrier shops, custom
Gift shops
Hardware stores
Health clubs
Historical exhibits
Hobby shops
Hotels
Housewares
Household appliance repair shops
Ice cream stores
Interior decorating establishments
Jewelry shops
Kitchenware
Lamp shops
Leather goods or luggage stores
Libraries
Liquor stores
Locksmith shops
Luggage stores
Millinery shops
Newsstands, enclosed
Office or business machine stores, sales or rental
Offices (only lobby space is allowed at grade on streets bounding blocks)
Optician or optometrist establishments
Orthopedic stores
Paint stores
Parish houses
Parks, public or private
Party shops
Perfume shops
Pet shops
Pharmacies
Phonographic repair shops
Photographic developing or printing establishments
Photographic equipment stores
Photographic studios
Photographic supply stores
Photostating establishments
Picture framing stores
Police stations
Post offices
Printing establishments
Radio appliance shop, repair or sales
Record stores
Recreational centers (non-commercial)
Residences (only lobby space is permitted at grade or streets bounding blocks)

APPENDIX B (con't)

Restaurants
Schools
Sewing machine stores, selling household machines
Shoe repair and shoeshine shops
Shoe stores
Sign painting shops
Skating rinks, outdoor ice
Sporting goods stores
Sports shop
Stamp stores
Stationery stores
Tailor shops, custom
Taxi or limousine service, limited to 25 feet
Telegraph offices
Television repair shops
Ticket agency, limited to 25 feet
Tobacco stores
Tour operator
Toy stores
Travel agency, limited to 25 feet
Typewriter stores
Typewriter or other small business machine repair stores
Variety or convenience stores
Video or motion picture store, sale or rentals
Wallpaper stores

APPENDIX C

Definitions

For the purposes of this Article only, the following words and phrases shall have the meanings indicated.

1. "Applicant" means any person or entity having a legal or equitable interest in a Proposed Project subject to the provisions of this Article, as set forth in Section 47-4, or the authorized agent of any such person or entity.
2. "Government Center/Markets District Plan" means the comprehensive plan, adopted by the Boston Redevelopment Authority pursuant to Chapter 652 of the Acts of 1960, Section 3 of Chapter 4 of the Ordinances of 1952, and Section 27D-18 of the code, which sets forth the planning policies, development controls, and design guidelines for the Downtown.
3. "Government Center/Markets District" means the area depicted in Map 1K of this Code.
4. "Ground Level Uses" means the uses listed in Appendix B to this Article.
5. "Historic Building" means a building listed on the Massachusetts Register of Historic Places.
6. "Landmark" means any building or structure designated a landmark pursuant to Chapter 772 of the Acts of 1975, as amended.
7. "Proposed Project" means the substantial demolition, erection, or extension of any structure or part thereof, or the change of use of any structure or land, for which the Applicant is required to obtain a building or use permit. A Proposed Project may proceed in phases, and may include more than one building, structure, or use.
8. "Street Wall" means the exterior wall or portion of the exterior wall of a Proposed Project that faces a street on which such Proposed Project is located.
9. "Substantial Accord" means, with respect to building height, that the vertical distance from grade to the top of the structure of the highest occupied floor of a Proposed Project shall not exceed the specified height limit for the site by more than ten (10) feet.
10. "Zoning Relief" means any zoning variance, exception, conditional use permit, interim planning permit, or zoning map or text change, or any other relief granted by the Zoning Commission or the Board of Appeal.

